

PERCEIVED CONDITIONS RELATING TO TURNOVER AND RETENTION OF
ELECTED SCHOOL SUPERINTENDENTS IN FLORIDA DURING 1984

BY

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The purpose of this study was to identify perceptions which were felt to lead to either voluntary or involuntary turnover of elected school superintendents in the 1984 elections in Florida. Perceptions were obtained from returning superintendents, departing superintendents, incoming superintendents, school board members, and teacher organization officials in terms of 11 designated conditions relative to the 1984 elections in Florida.

This was a case study of a single event involving interview and survey techniques. Addressed in the study were conditions that related to superintendent turnover and retention. Data gathered were perceptual and were collected during an 8-month period following the 1984 elections. Study participants represented 48 of the 49 Florida school districts in which the superintendents of schools were elected.

Of the 11 conditions addressed through this study, 5 were perceived as important to the 1984 election outcomes. All 5 conditions were concerned with the superintendent's ability to communicate and to relate

to individuals and groups. Departed superintendents failed to name any of the 8 items contained in the 5 conditions as important. Other study participants perceived the 8 items and 5 conditions as either important or very important to the election outcomes. These 5 conditions were the following:

1. relationship between the superintendent and the school board,
2. relationship between the superintendent and the public,
3. relationship between the superintendent and the staff,
4. teacher organization activity and militancy, and
5. special interest group activity.

Of the 11 designated conditions, 4 were perceived by study participants as not important factors in the 1984 elections. These conditions were the following:

1. student growth during the period 1980-84,
2. budget increase during the period 1980-84,
3. presence of racial strife in the school district during the period 1980-84, and
4. changes in the instructional program of the district.

The condition "political party activity" was perceived as important in three districts, and the condition "violation of community norms" was seen as important in two districts. In the other districts, these two conditions were not viewed as important to the 1984 election outcomes. Study participants indicated that the condition "violation of community norms" would have been important in the 1984 election outcomes if community norms had been violated.

It is the conclusion of the researcher that departed superintendents, as a group, had "lost touch" with areas that were perceived as important to the politics of the school district. Turnover of the elected superintendent was the result of "losing touch."

CHAPTER I INTRODUCTION

Addressed in the Florida Constitution of 1838 was the need for education and provided a procedure for funding the schools. In that constitution, a need for someone to be responsible for the operation of the schools was not identified. In 1849, the Florida Legislature enacted a law that placed the responsibility for administering the schools with the county judge of probate. The practice of the judge of probate administering Florida schools was continued with the passage of the constitutions of 1861 and 1865.

In May, 1868, a new constitution was ratified for the State of Florida. Article V, Section 19, of that constitution gave the governor of the state, with consent of the senate, the authority to appoint county officials. Among those officials that the governor could appoint was the superintendent of common schools. The appointment by the governor was for a term of two years.

This method of selecting the school superintendent remained in effect in Florida until the constitution was rewritten in 1885. Article VIII, Section 6 of the Constitution of 1885 stated that county officers would be elected by the qualified electors of each county. All officers' terms were for a period of four years except for the

county assessor of taxes and the county tax collector. Their term was for two years until 1916 and thereafter for four years. The Constitution of 1885 changed the title of the superintendent of common schools to the superintendent of public instruction.

In 1955, the Florida Legislature passed Senate Joint Resolution 703. This resolution was placed on the ballot as a proposed constitutional amendment in 1956 and was adopted by the people of the State of Florida. This amendment to the Constitution of 1885 provided the following:

SECTION 2A. County superintendent of public instruction; appointment in certain counties. . . . (1) From and after July 1, 1957, the county Superintendent of Public Instruction shall be appointed by the County Board of Public Instruction in the counties of Duval, Sarasota, Dade, and Pinellas wherein the proposition is affirmed by a majority vote of the qualified electors of any such county, or by a special act of the legislature making the office of County Superintendent of Public Instruction appointive. (2) To submit the proposition contained in subsection (1) above to the electors a special election shall be called by the county commissioners of such county upon the request of the county board of public instruction therein, which election shall be held within sixty days after request and the result thereof shall be determined whether subsection (1) shall be effective in such county. (3) Any county adopting the provisions of subsection (1) hereof may after four years return to its former status and reject the provisions of this section by the same procedure outlined in subsection (2) hereof for adopting the provisions thereof in the beginning, or by a special act of the legislature. (Article XII, Section 2A)

The Constitution of 1968 confirmed the provision amended into the 1885 Constitution that gave counties the option to either elect or appoint superintendents. The 1963 Constitution also changed the title

of the office from superintendent of public instruction to superintendent of schools.

According to the 1968 Constitution of the State of Florida,

in each school district there shall be a superintendent of schools. He shall be elected at the general election in each year the number of which is a multiple of four for a term of four years; or, when provided by resolution of the district board, or by special law, approved by vote of the electors, the district school superintendent in any school district shall be employed by the district school board as provided by general law. The resolution or special law may be rescinded or repealed by either procedure after four years. (Article 9, Section 5)

In 1984, Florida, the eighth largest state in the United States, was one of the few remaining states that elected school superintendents. This large urban state was comprised of 67 county-wide school districts. In 49 of those districts, the school superintendent was elected while in 18 districts the voters had elected, by the procedure outlined in the Constitution, to move to the appointed superintendency.

According to the Florida Department of Education (1984), 42 of the 49 school districts in the State of Florida in which voters elected their school superintendents ranged in size from 855 students through 19,855 students enrolled in the district. In only 7 of the 49 school districts in which voters elected superintendents was there a student enrollment of more than 20,000. Of the 7, 3 had an enrollment of more than 27,000 students.

During the period 1979-84, in 2 of the 49 districts where voters elected the superintendents, elections were held in an attempt to move

from elected to appointed superintendents. In each case, the issue was defeated by the electorate. A statistical report of the Florida Department of Education (1983) showed that during the 1970s one school district voted to return to the elected superintendent.

In 48 of the 49 school districts in which voters elected superintendents, the election was partisan. In the remaining district, a non-partisan election for the office of superintendent of schools was held.

For a number of years, turnover of both elected and appointed superintendents has been a concern of those interested in school administration. Turnover can be either voluntary or involuntary. Voluntary turnover follows resignations, retirement, and career advancement. Involuntary turnover is the result of termination by the school board or defeat in the superintendent's bid for reelection to the office.

Turnover of elected superintendents in the State of Florida has been extremely high. Records of the Florida Association of District School Superintendents indicate that during the period, 1972-83, there was a total of 79 cases of superintendent turnover in the 48 school districts included in this study. Turnover by district is reported in Appendix A. The cases of voluntary and involuntary turnover by districts during the 1972-83 period are reported in Appendix B.

A number of conditions or variables lead to turnover. Crosby (1972) identified six variables that were significant in superintendent turnover: (a) budget defeats, (b) socioeconomic status, (c) teacher activity, (d) population stability, (e) board of education stability, and (f) political party activity. His conclusion was "although no one variable seemed to be primarily responsible for superintendent turnover, each factor seemed to contribute to a total picture in which executive turnover could readily occur" (p. 133).

Chase (1981) found that a dominant issue was macropolitics vs. micropolitics of education. "Conflict centered around the macropolitics of the system vs. the micropolitics of the individual school; macropolitics of the district vs. micropolitics of individual neighborhoods; and macropolitics of lay control vs. micropolitics of professional expertise" (p. 190).

Walden (1976), addressing the problem of incumbent defeat and superintendent turnover, stated that

If the established order cannot adjust or change in response to changing needs and values in its community, then political action to bring about desired changes will result. In the school district incumbent defeat is the signal that a political shift is taking place. The superintendent, more often than not identified with policies of the old regime, is vulnerable in such a circumstance. In all probability there will be a change in chief school officers. (p. 10)

Gleeson (1975) identified rapid growth and rapid change as two variables that can lead to turnover of the superintendent. He stated that "superintendents in changing communities should be aware of and

sensitive to being too closely identified with one power bloc" (p. 152).

The superintendent is the chief executive officer of the school district. He or she is responsible for recommending policies and procedures that will provide the students of the school district a quality education program. Without stability, there may be unrest among staff members in the school district that is not conducive to providing the environment necessary for delivery quality education.

In addressing the importance of the position of superintendents of schools, Cubberley (1929) stated that

what the schools are in organization, administration, instruction, spirit, and purpose, and the position which they occupy in the eyes of the community, they are largely as the result of the actions, labors, manliness, courage, clear vision, clean living, and common sense of the superintendent of schools. About him and his work the schools revolve, and it is largely he who makes or mars the system. What he is, the schools under proper administrative conditions, become; what he is not, they often plainly show. (p. 222)

Previous researchers have attributed certain conditions to superintendent involuntary turnover. What seems to be missing is a determination of the relative presence or absence of such conditions in situations where the superintendent does not choose to continue in the position or where the superintendent is returned to the position by reelection.

If these conditions are antecedent to turnover, they would be identified in involuntary turnover and in some cases in voluntary turnover. However, if these conditions are in fact antecedents to turnover, it would seem logical to assume that they would be largely absent in a case in which the superintendent was reelected. The high rate of turnover and the seemingly unstable position of the office of superintendent of schools in Florida led to this study.

Statement of the Problem

The purpose of this study was to identify perceptions of conditions which were felt to lead to the defeat of an elected superintendent, to a decision by an elected superintendent not to seek reelection to office, or to the reelection of a superintendent. Perceptions were obtained from returning superintendents, departing superintendents, incoming superintendents, school board members, and teacher organization officials in terms of 11 designated conditions thought to have an impact on the 1984 elections in Florida. Conditions considered were the following:

1. relationship between the superintendent and school board,
2. relationship between the superintendent and the public,
3. relationship between the superintendent and the staff,
4. student growth during the period 1980-84,
5. budget increase during the period 1980-84,

6. teacher organization activity or militancy,
7. presence of racial strife in the school district during the period 1980-84,
8. special interest group activity,
9. political party activity,
10. changes in the instructional program of the district, and
11. violation of community norms.

Delimitations

The study was confined to elected school superintendents in 48 of the 49 Florida school districts in which the position of superintendent of schools was filled via the 1984 elections. Only returning superintendents, departed superintendents, incoming superintendents, school board members at the time of the 1984 elections, and officials of the teacher organization at the time of the 1984 elections were interviewed.

Limitations

The study was subject to certain limitations inherent in a case study, that is, the dynamics of one case may bear little relationship to the dynamics of other cases. The findings of the study cannot be generalized to other populations because they deal only with elected school superintendents in the State of Florida involved in the 1984 elections.

Significance of the Study

The study is important because it addressed the problem of turnover of elected school superintendents in a large urban state. It is also important because not only voluntary and involuntary turnover of superintendents was included, but conditions perceived to lead to reelection of incumbent superintendents were also addressed.

A review of the literature failed to reveal studies concerned with elected school superintendents. Studies reviewed were concerned with appointed superintendent turnover. The study of elected school superintendents provides a comparison of the conditions leading to turnover for both elected and appointed school superintendents.

Identified were indicators or antecedent conditions that were perceived to have led to superintendent turnover. By gaining knowledge of the experiences that other superintendents have had in the process of turnover, practitioners can anticipate and possibly resolve conditions that lead to turnover.

The study is important to the domain of administration and particularly educational administration. It expands the knowledge of the political environment in which school administrators work daily. Through increased knowledge of the political environment, skills necessary for working in the political world of educational administration can be improved upon through preservice and inservice education.

Definition of Terms

An elected superintendent is a school district superintendent elected to the position by a vote of the electorate of that school district.

A returning superintendent is the reelected chief executive officer of the school district.

A departed superintendent is the former chief executive officer of the school district.

An incoming superintendent is the chief executive officer of the school district after turnover.

Superintendent turnover is the voluntary or involuntary change in the superintendency of a school district.

A voluntary turnover is a turnover wherein the superintendent left office on his or her own initiative for career advancement, retirement, or for other unknown reasons.

An involuntary turnover is a turnover following defeat in the superintendent's bid for reelection to the position.

A school board member is an official serving in the role of chairperson of the district school board or a member of the school board at the time of the 1984 elections.

A teacher organization is the local teacher organization serving as the recognized bargaining unit for teachers in the school district where turnover occurred.

A teacher organization official is the president, executive director, or some other official of the teacher organization in the school district at the time of the 1984 elections.

Assumptions

The assumptions basic to this study are consistent with the nature of the study. Two are value laden and one is procedural. In regard to the value laden assumptions, it is assumed that knowledge of the political climate of the school district can be of value to the superintendent and that identifying the perceived conditions related to superintendent turnover will help provide information concerning the political process at work in the school district. The basic procedural assumption is that those interviewed had a basic knowledge of the political situation in their school district and that they responded accurately and willingly.

Procedures

The study was a case study of a single event involving interview and survey techniques. Addressed conditions were related to superintendent turnover and retention. The data gathered were perceptual and were collected during the 3-month period following the 1984 elections.

The search for conditions that relate to superintendent turnover began with a literature review. Crosby (1972) found that teacher activity, political party activity, and budget defeats were variables

that contribute to superintendent turnover. Steinle (1974) found that a lack of communication between the school board and superintendent was present in perceptions involving superintendent turnover. Gleeson (1975) concluded that rapid growth of communities and school districts was a variable that contributed to superintendent turnover. These identified variables along with the superintendent's work with community groups and organizations, the superintendent's relationship with special interest groups, his or her relationship with the community power structure, his or her work with school-related organizations, a team approach to management, staff respect for the superintendent, a program to inform the public about the school system, and violation of community norms were included in the study. These findings were reduced to the "conditions" established in the statement of the problem.

Study Participants

Participants for the study were selected from 48 of the 49 school districts in the State of Florida where the voters elected the superintendent of schools. One school district was not included in the study. That district was one in which the researcher had served formerly as superintendent of schools. The 1984 general elections in the State of Florida were used in the study. The following groups of participants were included: (a) returning superintendents, (b) departed superintendents, (c) incoming superintendents, (d) school

board members at the time of the 1984 elections, and (e) teacher organization officials at the time of the 1984 elections.

Study participants were identified from records of the Division of Elections of the Florida Secretary of State, the Florida Department of Education, the Florida School Boards Association, the Florida Association of District School Superintendents, the Florida Teaching Profession/National Education Association, and the Florida Education Association United.

Instrumentation and Data Collection

The interview instrument was constructed by the researcher. The instrument contains information relating to those conditions identified in the review of related literature as well as other conditions that have been identified in the statement of the problem. A copy of the interview instrument appears in Appendix C.

Reliability of the instrument was estimated by utilizing a test-retest procedure. Ten persons not involved in this study but knowledgeable about school districts were administered the instrument. After a period of 48 hours the instrument was administered to these persons a second time. Results of the test-retest show the instrument to be 91% congruent.

The interview instrument was pilot tested by the interviewing of persons who had previously served in capacities similar to those of the study participants but who were not in those roles during the 1984

election. The researcher pilot tested the instrument on at least two persons from each category of study participants.

Data were collected by the researcher by interviewing each of the study participants. Study participants were interviewed in person except in those cases where it was not possible to schedule an appointment. In those cases where appointments could not be scheduled, telephone interviews were conducted.

The interview was structured to the degree that all study participants were asked the same questions. Each study participant was allowed to elaborate on his or her answers to the interview questions. Addressing the structured interview, Ary, Jacobs, and Razaviel (1979) stated that

in structured interviews, the questions and the alternative answers permitted to the subject are predetermined and are rigidly followed with all respondents. The advantage of this approach is that it is standardized and therefore the answers can be easily classified and analyzed. Its disadvantage is that it is inflexible and may seem formal. (p. 174)

Each of the 48 school districts used in this study was assigned a letter of the alphabet for the purpose of identification. District assignments began with the letter A and concluded with the letters VV. Assignments of a letter of the alphabet were made by random selection.

Procedural data were collected concerning conditions prior to the 1984 election that led either to superintendent turnover or superintendent retention. As indicated, the data were collected from

the following persons: (a) returning superintendents, (b) departed superintendents, (c) incoming superintendents, (d) school board members, and (e) teacher organization officials. A comparison was made of the conditions or indicators as perceived by the study participants.

Two conditions listed in the problem statement were addressed by data obtained from the Florida Department of Education (1981, 1984). These conditions were (a) student growth during the period 1980-84 and (b) operating budget increase during the period 1980-84.

The remaining conditions were addressed by items in the interview instrument. Conditions listed in the problem statement and interview items addressing each were as follows:

1. relationship between the superintendent and school board, addressed by interview items 1, 2, and 3;
2. relationship between the superintendent and the public, addressed by interview items 4, 5, and 6;
3. relationship between the superintendent and the staff, addressed by interview items 7 and 8;
4. teacher organization activity or militancy, addressed by interview items 9, 10, and 11;
5. presence of racial strife in the school district during the period 1980-84, addressed by interview item 16;

6. special interest group activity, addressed by interview items 12 and 13;
7. political party activity, addressed by interview item 14;
8. changes in the instructional program of the district, addressed by interview item 17; and
9. violation of community norms, addressed by interview item 15.

Fifteen of the items used in the interview instrument were assigned a numerical value for the purpose of ranking the items. Numerical values assigned to participant responses were as follows: not important--1, slightly important--2, moderately important--3, important--4, and very important--5. Interview items not included in the ranking were presence of racial strife in the school district during the period 1980-84 and changes in the instructional program of the district. The rankings were used to compare the importance of each item as perceived by study participants.

Organization of the Study

The report of the study was organized into four chapters. Chapter II contains a review of related literature. Chapter III contains data presentation and analysis. Chapter IV contains a summary, conclusions, and recommendations.

CHAPTER II REVIEW OF RELATED LITERATURE

Introduction

Many studies concerning the turnover rate of school personnel have been conducted during the 20th century. The most recent, as well as the more widely recognized, studies are related to the dissatisfaction theory developed by Lutz and Iannaccone (1978). This theory "is essentially interested [sic] in the processes by which public dissatisfaction with local educational governments leads to traumatic, episodic changes in it" (p. 125).

Carlson (1962) studied the problem of executive succession and how this succession relates to the organization. In his studies, he identified two types of superintendents—career-bound and place-bound.

Career bound superintendents seek out the position where it is and are ready to move to advance their careers. The career-bound superintendent is also called the outsider. The place-bound superintendent usually has moved through the hierarchy of the school system. He or she is an insider who has worked in the school system. The insider usually places greater value on the community while the outsider's values are usually directed toward his or her profession or career rather than the community.

Case studies conducted by Carlson (1962) in four school districts led to the following propositions about the appointment of the superintendent: "If the administration of a school system is perceived as unsatisfactory, the appointment will go to an outsider. If the administration is perceived as satisfactory by the school board, the appointment will go to either an insider or an outsider" (pp. 17-18).

One significant finding of Carlson's studies seems to be that an outsider would more often be selected as superintendent if the preceding superintendent had been in office for 10 or more years. He believed that selection of an outsider indicated a desire for change by those on the board.

Selection of an insider usually meant the school board was satisfied with the way the system was administered. Conversely, selection of an outsider usually meant the school board expected changes in the way the system was administered.

Iannaccone (1976) expressed the belief that school boards and superintendents are involved in the political system of the school district. While this involvement may not be in two-party politics, they are involved in every other aspect of the political system and that they are linked to the community power structure. Conflict is inevitable when new forces within the district challenge the power structure.

The evidence of the conflict will be the struggle for office, the contest for seats, and the control of policies. For many years the same people, or their representatives, may easily win election and reelection with little or no opposition in a school district. When competing power structures exist, the situation is far different; then candidates debate issues and challenge policies. The schools themselves come under attack. Incumbents may be defeated, or they may be victorious in a strongly contested election. These are the signs of community conflict and struggle for dominance over the power structure, and thus for control of the decision-making processes. If the old power clique fails to retain its control, then there will be a shift on the board of education. (p. 88)

When conflict exists those involved in policy determination, the school board and superintendent, are subject to having policies opposed and are subject to removal. While superintendents do not make policy they participate in policy determination and are linked to those who do make policy.

Lutz and Iannaccone (1969) defined politics as "the process of influence which results in an authoritative decision having the force of law, by a governmental body such as a school board" (p. 13). Educators historically have said they want to keep politics out of education while education continues to be one of the most political institutions in our society. Lutz and Iannaccone (1969) stated that

to the degree that a political myth contrary to fact reflects the ideal rather than the real world of politics, and to the degree that the myth is believed by some, those who know the reality have a political advantage. Schoolmen with an understanding of the politics of education have used that understanding to influence the course of education. Less obviously, perhaps, the myth of separate politics and education, and the

particular political patterns of governing education in the United States, have allowed the politically oriented professionals to keep considerable control of education in their hands, and at the same time escape public accountability for its shortcomings. These conditions are now changing. . . . The slogan "keep politics out of education" has played a part in defining the particular forms, legal rules of the game, and traditional processes by which the politics of education have been played at federal, state, and local levels of government. The political struggles of schoolmen in this and the preceding century, rather than keeping politics out of education or the converse, resulted in producing a particular brand of politics, one which disposed of organized social power outside of the American party system. (p. 13)

Keeping politics out of education basically addresses the two-party politics of our political system. The politics of interest groups that organize and influence policy decisions, bring pressure upon policy makers, and to elect its members to local school boards is alive and well in school systems. The value placed on education and the presence of children in schools make politics and interest groups an integral part of education.

Historical Review of Literature

The Robertsdales case study was conducted by Iannaccone and Lutz (1970). This study took place in a school district in the midwestern section of the United States. It centered around events that took place over a period of 25 years.

Addressed in the Robertsdales case was the idea that school systems are closed political systems and that change must be forced on the district through incumbent school board member defeat. This defeat

could cause a shift in power within the system and could eventually cause superintendent turnover.

Iannaccone and Lutz (1970) summarized this pattern for change in the following manner:

The defeat of an incumbent is apparently achieved by a consolidation of opposition forces. This defeat leads to conflict on the board, especially between the new member and the superintendent. Usually within three years, the superintendent is out of office. His replacement is usually an outsider with a mandate to change the schools. Local districts exhibiting an intermittent pattern of change in the governmental dimension and a relatively constant pattern of change in the societal dimension will move along a collision course toward incumbent defeat, involuntary turnover of the superintendent and the selection of an outside superintendent. (pp. 103-104)

Kammerer and DeGrove (1961) studied the profile and tenure of Florida city managers. They focused their study on the hypothesis that tenure and termination for city managers were related to community political stability or instability. They identified four factors that might affect tenure. These factors were structural, environmental, personal, and political. They found "that the manager is a political figure of considerable importance and is, therefore, subject to the penalties of politics when his views are opposed or rejected" (Kammerer & DeGrove, 1961, p. 34).

Kammerer, Farris, DeGrove, and Clubok (1962) found that growth or change in communities altered power relationships. They studied city manager turnover and the changing political structure of city

councils. City manager roles were considered to be non-political roles; however, city managers were viewed as participants in policy making and were subject to change when there were changes in the city councils.

Kammerer et al. (1962), discussing politics and the city manager, stated that

professionalism in municipal management, especially skill in public relations, may be quite irrelevant in the competitive unstable type of community. Given the nature of this type of political environment, there is really nothing within the control of a manager to save himself. He must go into such a community, whether he is a professional or an amateur, realizing that his position is involved in politics and that the risks of early and precipitate dismissal far outrun the chance of going the even tenor of his way for a long time. (p. 84)

This statement could very well be applied to the superintendent of schools.

In-migration of new people with new interests plays an important role in the politics of the community. Kammerer, Farris, DeGrove, and Clubok (1963) reported that

an influx of people with differences in income, class, or expectations is crucial. New economic groups, different social classes, and age realignments are likely to represent new interests in the community and, insofar as they do, they alter the old interest structure of the community. (p. 197)

Lutz and Iannaccone (1978) have contributed to the dissatisfaction theory of governance. This theory "identifies democratic control with episodic adjustment of school district policy to the will or values of the larger community" (p. 130). The focus is

on a chain of events in which dissatisfaction with policy or changes in citizen expectations lead to traumatic political change and then to adaptation by the school district organization.

Researchers utilizing the dissatisfaction theory concentrated on citizen dissatisfaction with school policy or direction.

Dissatisfaction theorists contend that discontent leads to defeat of incumbent school board members and eventually to turnover of the school superintendent.

Iannaccone and Lutz (1970) asserted that education and politics are very closely related. Their model developed in the Robertsedale School District case study serves to predict a pattern of events that take place within a school district. Iannaccone and Lutz's model specifies

indicators of social and political change within the school district. It further specifies that within the sacred politics of public education, school boards cannot permit the new, insurgent political demands to be resolved due to a lack of conflict resolution structures and ethos. Such a condition results in a "closed" policy-making system that moves further and further from its changing community. Such a situation is finally resolved at the polls when the insurgent out-group becomes the in-group through incumbent defeat. Incumbent defeat precedes conflict on the board and is foreshadowed by an increase of non-unanimous votes. This conflict in the modern district inevitably centers on the leader of the insurgents and the superintendent who interacts with the old guard to preserve the *status quo*. Involuntary turnover of the superintendent then follows, with the advent of an organizational outsider as the successor.

Regardless of the nature of superintendent turnover, if it takes place soon after incumbent defeat and the redirection of a school board, it is predictable

that the new superintendent will be an outsider, an individual who has not held a position in the school district or been employed in an administrative position only one or two years prior to the old superintendent's departure. What begins in a school district's social and economic history as a rapid increase in the social composition of the district's population is translated from political activities centering upon the election of school board members to a change of superintendents. Things are quite different when the departure of a superintendent and the selection of a successor takes place without the political shift indicated by incumbent defeat. In these latter instances, the successor is most often an insider, one already holding an administrative position inside the district for three or more years. (pp. 232-233)

Three studies to verify key propositions derived from the Robertsdale case study followed. These studies, known as the Claremont Studies, took place in four southern California counties. One study covered the years 1952-65 while the other two covered the years 1956-65.

The first of the Claremont Studies was conducted by Walden (1966). Walden addressed the political role of the school superintendent by postulating that the superintendent would be identified with the incumbent power structure and if that structure were successfully challenged, the superintendent's position would be vulnerable. Using data from 117 school districts, he stated his hypothesis that significantly more turnover would occur within three years of new out-group boards being elected than when the incumbents had been reelected. When involuntary superintendent turnover occurred there would more often follow the election of new out-group boards

than when incumbents had been reelected during the previous three years. Identified in this research was the political role of the superintendent and how the position was linked with the incumbent power structure.

Data gathered by Walden (1966) suggested that incumbent defeat was a reflection of a power struggle between an incumbent power group and one that is emerging.

Walden (1966) concluded that

those who aspire to the superintendency must realize that they will play the political game and their fortunes may rise and fall just as do the careers of other political figures whose judgments must meet the challenge of the political market-place.

Finally, while the superintendency may be withheld ethically from actively participating in school board election campaigns (although no few chief administrators gave ignored their profession's code on this matter), schoolmen must understand that in a very real sense, at each school board election there is a silent candidate whose name does not appear on the ballot. It is the superintendent of schools. (p. 157)

Freeborn (1966) conducted the second Claremont Study. Freeborn based his study on the previous study conducted by Carlson (1962). In Carlson's study, the problem of executive succession and how succession relates to the organization was addressed. Two types of superintendents were identified—career bound (outsiders) and place bound (insiders).

Freeborn hypothesized that

the selection of a new school board will lead to or be followed by the selection of a new superintendent, within three years, who will be an outside man.

Where the selection of a new board results in the selection of a new superintendent from within the organization, it will be found that the new superintendent recently entered the organization (within three years).

The continuance of an old school board will result in a continuance in office of the old superintendent. When an old board is faced with the selection of a new superintendent, it will choose from within the organization.

Where the selection of a new board does not result in the selection of a new superintendent within three years, it will be found that the old superintendent was within a short time (four years) of retirement or that the old superintendent had only recently (within three years) been appointed to the position. (p. 17)

During the 10-year period beginning in 1956, Freeborn studied 117 school boards in southern California. A total of 121 cases of superintendent turnover were found related to incumbent school board member defeat. He found that school districts with incumbent school board member defeat were followed by a significantly higher amount of superintendent turnover.

Freeborn concluded that

the defeat of a single board member is a powerful indicator of a feeling for a need for organizational change. It has been shown to represent a signal that some change is wanted. There appear to be indications that other indicators, besides an election defeat, may represent a feeling for a need of change. The possibility that three, or even two, board incumbents' retiring concurrently serves as such an indicator is suggested by an analysis of such cases. (pp. 155-156).

The third Claremont study was conducted by Kirkendall (1966). Kirkendall studied social, economic, and political conditions of changing and stable school boards.

The purpose of Kirkendall's (1966) study was to

search for evidence or indicators of community conditions, and changes in those conditions, which will discriminate between school district communities, on the one hand, which are undergoing change that will result in a shift in the formal power structure of the community, and on the other hand, those that are not undergoing such change and whose formal power structure will remain stable.
(p. 6)

Kirkendall's (1966) basic problem was to identify indicators of social, economic, and political conditions that could discriminate between school districts in which there was change in school board members and those in which there was no change. For the socioeconomic indicators, he used average daily attendance and assessed valuation; for political indicators the number of voters voting in school board elections, ratio of aggregate votes cast against incumbents to total votes cast in school board elections, ratio of number of positions to number of incumbents, and school tax and bond elections were used.

For the dependent variable, school board composition was used focusing on the extent that action of the school board was acceptable to members of the prevailing power group.

Using a population of 37 school districts, Kirkendall formed the following conclusions:

1. Indicators of social, economic, and political conditions in school districts can be found and used to discriminate between those districts in which there has been a change in the composition of the school board (an incumbent defeat) and those in which there has been no change.

2. Combinations of socioeconomic and political indicators make the strongest discriminations.
3. Combinations of early socioeconomic and late political indicators make effective discriminations.
4. The strongest socioeconomic indicators precede, in time, the strongest political indicators.
5. Within the framework of the limitations stated above, indicators of socioeconomic and political conditions were used to predict change or no change in the composition of the school board.
6. There is a greater difference between the characteristics of those school district communities which are in an extended period of change in their formal power structure, and those experiencing no change in that structure than there is between the characteristics of those districts just entering a period of change and those experiencing no change. However, there is less difference between the two groups than between the no change group and either change group. (pp. 103-104)

In his study of 43 New Mexico school districts, LeDoux (1971) had two purposes: "(1) to do a verification replication of Kirkendall's study, and (2) to examine the notion of outmigration as it relates to the Iannaccone-Lutz framework" (p. 9). The study covered the period 1961 to 1971. Average daily membership and assessed valuation were used as socioeconomic indicators and school board elections as the political indicator.

LeDoux found that there needs to be a change in the social, economic, and political indicators used in the Kirkendall model. His results showed that assessed valuation was not as an important an indicator in states with strong state aid. He also found that there were incumbent school board member defeats without changes in the three indicators used by Kirkendall. These kinds of defeats were internal political struggles.

LeDoux concluded that social, economic, and political differences between the two settings in which the studies took place may have accounted for the disparity between the two studies.

Crosby (1972) studied the impact of selected community variables on involuntary superintendent turnover using a case study approach in two school districts. Community variables considered were (a) budget defeats, (b) socioeconomic status, (c) education level, (d) teacher militancy, (e) population stability, (f) religious orientation, (g) board of education stability, (h) interest group activity, and (i) political party activities (p. 7).

Using historical materials as the basis for analyzing the impact of the variables on turnover, he conducted 33 interviews with community and educational leaders. Interview questions were open ended but concentrated on the nine variables.

Crosby concluded that six of the nine variables contributed to some degree to the superintendent turnover. Those he felt contributed were budget defeats, socioeconomic status, teacher activity, population stability, board of education stability, and political party activity. The three variables that had little significant impact upon turnover were religious orientation, interest group activity, and newspaper coverage. No one variable seemed to be primarily responsible for turnover. Each seemed to contribute to a total picture in which turnover could occur.

Crosby further concluded that the superintendent must reach a middle ground position in making educational decisions. The superintendent alone cannot make all decisions but must work with the school board, staff, and community.

Steinle (1974) conducted a study of nine school districts in Kansas where there had been involuntary turnover of superintendents during the school years 1971 through 1973. The purpose of this study "was to determine whether the perceptions of reasons causing the involuntary departure from positions differed as expressed by respondents in varying role positions within a school system" (p. 2).

Perceptions in Steinle's study were secured from (a) the departed superintendent, (b) the board president, (c) the successor superintendent, and (d) a central office staff member. These perceptions were obtained by interview. The departed superintendents were asked to do a self-evaluation. The board president and the central office staff member were asked to evaluate the departed superintendent utilizing the Leader Behavior Description Questionnaire.

Steinle concluded that there was a lack of communication between superintendents and school boards, that a lack of due process was evident, and that involuntary turnover of the superintendents studied was related either to the weaknesses of the superintendents or weaknesses of the boards.

Gleeson (1975) analyzed turnover of the superintendent as a result of conflict generated by changes in board membership brought about by changes within communities. Using the interview technique, he attempted to identify indicators of unrest or conflict present in a community which, if present, can lead to turnover of the superintendent.

Four indicators were selected for the study. These indicators, rapid growth, rapid change, teacher activity, and political party activity, were used in six communities. The indicators, singly and in combination, were studied to determine their relationship to superintendent turnover. The study covered a 15-year period.

Gleeson concluded that rapid growth and rapid change were two variables that can lead to a changing board and turnover of the superintendent; that teacher activity and political party activity played a role in turnover in some of the cases studied. He concluded that it is possible for the superintendent to take preventive action. The superintendent must have knowledge, awareness, and sensitivity of community feelings.

Thies (1980) attempted to determine the causes of superintendent turnovers/vacancies in the State of Illinois during the years 1978-79. A total of 138 school superintendents who vacated a position during that time period were the population for his study.

A questionnaire in which the following five research questions were addressed to gather data:

1. What is the difference between the districts vacated by the superintendents and the districts each is currently serving?
2. What is the difference in the opinion of the superintendents and the school board presidents as to their views concerning the superintendent's relationship with his previous school board?
3. What is the difference in the opinion of the superintendent and the school board president as to their views concerning the superintendent's relationship with his previous staff?
4. What is the difference in the opinion of the superintendent and the school board president as to their views concerning the superintendent's relationships in the community he formerly served?
5. What is the difference in the opinion of the superintendent and the school board president as to their views concerning the three most important reasons why the superintendent vacated his position? (p. 50)

According to board presidents and superintendents, the four most important reasons why superintendents vacated their positions are the following:

1. poor relations with board members,
2. attractiveness of new position,
3. poor community relations, and
4. better compensation (Thies, 1980, p. 103).

Chase (1981) studied the Seaside School District in California. The study took place during the years 1968-79 with additional educational data covering the decade prior to 1968.

This study utilized the theory advanced by Iannaccone and Lutz "that democratic control of public school systems is manifested

through periodic readjustment of policy in response to politically-expressed dissatisfaction with the school board and superintendent" (p. 20).

Chase studied antecedent conditions leading to board change and to each incident of superintendent turnover. She identified factors which were connecting linkages between and among board changes, board mandates to superintendents, and superintendent turnover. She also analyzed organizational changes initiated by successor superintendents to determine the extent to which the school system changed in response to societal demands.

Chase concluded that the dominant issue in the study was "macropolitics vs. micropolitics of the system vs. micropolitics of the individual school; macropolitics of the district vs. micropolitics of individual neighborhoods; macropolitics of lay control vs. micropolitics of professional expertise" (p. 190).

Chase further concluded that the Seaside case was seen as a deviant case from earlier studies in the following aspects:

1. Inside successor superintendents were appointed when the results of previous research would have indicated the appointment of outsiders.
2. The performance patterns of one outside successor superintendent were inconsistent with the findings of earlier research which cited major administrative changes occurring in the early months following succession. A later inside successor did make major organizational changes upon appointment, in a further deviation from the earlier findings which indicate that inside successors seek to maintain organizational status quo.

3. Previous research pointed to a realignment of the system following a pattern of demographic shift, changed board, superintendent turnover, outside succession. This became a repetitive pattern before realignment occurred in the Seaside district.
4. Incumbent defeat elections did not occur in clusters, as found in other studies, but occurred twice with an 8-year interval between. (pp. 190-191)

Chase offered suggestions that relate to questions raised by Lutz and Iannaccone (1978). These questions raised are "how to improve the episodic changes resulting from civic dissatisfaction and how to make it less traumatic and speed its completion" (p. 132). Suggestions offered by Chase (1981) are as follows:

1. When socio-economic shifts occur within a school district community, boards and superintendents should become sensitive to impending pressure for change.
2. When pressure for change emanates from an emerging socio-economic community group, it should receive attention.
3. When community changes lead to pressure for change in membership on the school board, a superintendent should recognize his/her political role in that process.
4. When a board is selecting a superintendent, it should carefully assess whether there is a need for organizational change; if so, an outside successor should be selected.
5. Each board should transmit a clear and direct mandate to each superintendent.
6. Each superintendent should be certain that she/he clearly perceives the mandate transmitted by the board. (pp. 192-193)

Iannaccone (1981) reported on superintendents that serve in large, difficult, and high conflict school districts during high risk periods. These are periods where the odds of involuntary turnover are high and can be predicted to a statistically significant degree. He

says surviving superintendents seem to have common survival skills and conflict management abilities.

Iannaccone (1981) stated that

independent judgment, diversity of view points and ability to differ were staff qualities prized by these superintendents. In fact, the only concern seemed to be that staff remain objective.

A deep personal commitment to the democratic process and to the notion that the school shall make a difference spell out a sense of mission and purpose which far exceeds mere survival in the superintendency. (p. 17)

Rada and Carlson (1985) conducted a study to test the dissatisfaction theory of school governance to see if the events it predicts do occur. From this theory it can be predicted that

when a community's dissatisfaction with its schools is great enough, the following events occur: (1) inputs from the public that demand different or new policies or procedures reach a high level; (2) the number of split votes by the school board reaches a high level; (3) the rate of school board member turnover increases; and (4) involuntary superintendent turnover occurs. (pp. 1-2)

Labor conflict was identified as a possible source of community dissatisfaction for the study. Three districts that either had factfinding, intent to strike, or strike during the years 1977 and 1978 were identified. Data covering a period of four years before and four years after community dissatisfaction were collected.

Rada and Carlson (1985) tested, modified, and elaborated the dissatisfaction theory of school governance and presented their findings in the following hypothesis:

If community dissatisfaction with schools is high as evidenced by a sharp increase in demands from the public to the school board, and an increase in the number of letters to the editor of the local newspaper critical of the school district, then the following events will occur: (1) The rate of school board member turnover will increase within two years. (2) There will be, within three years, a shift to more arena-like council behavior as evidenced by a high level non-unanimous voting. (2a) A veteran school board member will lead the minority faction of the school board except when a neophyte board member defeats an incumbent, then the neophyte will lead the minority faction. (2b) Isolate or pluralistic voting patterns will characterize non-unanimous voting when neophytes lead the minority faction. (3) The shift to more arena-like council behavior is preceded by school board member turnover. (4) There will be involuntary superintendent turnover. If the focus of community dissatisfaction is on the school board and the superintendent, the turnover will occur within three years of a high level of non-unanimous voting by the school board. If the focus of community dissatisfaction is on the superintendent, the turnover will occur within two years of the development of dissatisfaction. (5) Dependent on the focus of community dissatisfaction with schools, the results will be (1) an increased rate of school board member turnover, (2) involuntary superintendent turnover, or (3) an increased rate of school board member turnover followed by involuntary superintendent turnover. (pp.19-20)

Chapter Summary

The literature reviewed concerning superintendent turnover suggests several conditions which seem to serve as precursors to involuntary turnover:

Relationship between the superintendent and the school board.

Steinle (1974) concluded that a lack of communication contributed to involuntary turnover. Thies (1980) identified poor relations as one of the four most important reasons for turnover in Illinois during the years 1978-79.

Relationship between the superintendent and the public. Lutz and Iannaccone (1969) found that interest groups bring pressure upon policy makers and influence change that can lead to turnover. Lutz and Iannaccone (1978) concluded that citizen dissatisfaction with school policy leads to turnover.

Growth. Kammerer, Farris, DeGrove, and Clubok (1962) found that growth or change altered power relationships. Immigration of new people with new interests plays an important role in community politics. Crosby (1972) found that population stability was a variable that contributed in some degree to superintendent turnover. Gleeson (1975) identified growth as a variable that can lead to turnover.

Budget increase. Crosby (1972) concluded that budget defeats were conditions that contribute to turnover of superintendents.

Teacher organization activity or militancy. Crosby (1972) concluded that this was a condition leading to superintendent turnover. Gleeson (1975) found this was a factor that had a role in turnover. Rada and Carlson (1985) found that labor conflict was a source of dissatisfaction and would contribute to turnover.

Special interest group activity. Iannaccone and Lutz (1970) found that consolidation of special interest groups caused incumbent defeat and turnover. Kammerer, Farris, DeGrove, and Clubok (1963) identified new people with new interests altering the old interest

structure of the community. Crosby (1972) felt this had little impact on turnover.

Political party activity. Iannaccone and Lutz (1970) and Iannaccone (1976) recognized the importance of political activity for the superintendent. They felt politics is an important part of education. Walden (1966) identified the political role of the superintendent and linked it with the incumbent power structure. Freeborn (1966) recognized defeat of board members as a signal for organizational change. Crosby (1972) found political party activity was a condition contributing to turnover. Gleeson (1975) found political party activity to have a role in turnover.

These findings along with other conditions relating to the State of Florida served as the genesis for developing the interview instrument used in this study.

CHAPTER III DATA PRESENTATION AND ANALYSIS

Introduction

This study was a case study of a single event involving interview and survey techniques. Data used were historical and were collected following the 1984 general elections. Of the 49 school districts in the state of Florida in which the superintendent of schools was elected, 48 districts were used to gather data for this study. The one district not used in this study was a district in which the researcher formerly served as superintendent of schools.

Participants in the study consisted of departed superintendents, returning superintendents, incoming superintendents, school board members, and teacher organization officials. A total of 170 participants were included in the four groups. Of the 170 possible participants, 148 (87%) of the possible participants were included in the four groups. The remaining 24 (13%) were omitted for one of the following reasons:

1. individual moved and left no forwarding address,
2. individual refused to participate in the study, or
3. researcher was unable to reach individual.

Table 1 reflects the total possible participants in each group and the actual number of participants interviewed in each group. At the time of the 1984 elections, in one school district involved in this study there was no bargaining unit. No teacher organization official from that district was contacted to participate in the study.

Table 1

Possible Participants and Actual Number of Participants Interviewed

Categories Interviewed	Possible Interviews	Interviews Conducted	Interviews Not Completed
Returning Superintendents	21	21	0
Departed Superintendents	27	19	8
Incoming Superintendents	27	24	3
School Board Members	48	43	5
Teacher Organization Officials	47	41	6
TOTALS	170	148	22

As previously stated, turnover of elected school superintendents can be either voluntary or involuntary. During the 1984 elections in the State of Florida, in 27 of the 48 participating school districts there was superintendent turnover. In 17 of the districts with turnover, the turnover was involuntary. Voters in 21 districts reelected the superintendent of schools. Twelve of those reelected ran for office without opposition.

Reported in Table 2 are the years of service, range of years served in the superintendency, and average years of service for returning and departed superintendents. Categories involving returning superintendents and types of turnover are listed.

Table 2

Years of Service, Range, and Average Years of Service
in the Superintendency

Category	Number	Years	Range	Average Years
Returning Superintendent	21	189	2 - 18	9.0
Voluntary Turnover	10	155	3 - 32	15.5
Involuntary Turnover	17	177	4 - 20	6.9

In 1984, the 27 superintendents leaving office for either voluntary or involuntary reasons had served a combined total of 332 years as superintendents in the State of Florida. Their terms of office ranged from 3 through 32 years and the 27 had an average number of years served of 10.07 in the office.

Designated Conditions

Eleven conditions were examined in this study to identify the perceptions of study participants' as they relate to the causes of turnover and retention of elected school superintendents at the time of the 1984 elections. Nine of the conditions were included in the 17 interview questions that comprised the interview instrument. Two conditions not addressed in the interview instrument were gathered from reports of the Florida Department of Education.

Student Growth

Student growth in each of the participating districts was one of the 11 conditions identified in the problem statement. Data concerning student growth in the 48 school districts participating in this study were collected from the Florida Department of Education (1981, 1984).

In 1980-81, student membership in the State of Florida in grades K-12 was 1,508,125. Membership in grades K-12 in the 43 participating districts was 466,934. Membership in the participating districts represented 31% of the student membership in grades K-12 for the

state. In 1983-84, student membership in grades K-12 for the state was 1,492,366 while K-12 grade membership in the participating districts was 472,037. During this year, membership in participating districts represented 32% of the student membership in grades K-12 for the state.

Membership in grades K-12 in Florida decreased by 15,759 during the 4-year period 1980-1984. This represented a 1% decrease statewide. During the same 4-year period, membership in participating districts increased by 5,103 students representing a 1% increase. Displayed in Table 3 is the student membership in grades K-12 in the participating districts, the increase/decrease of students, and the percent increase/decrease during the period 1980-1984. These data were collected from the Florida Department of Education (1981, 1984).

Growth was experienced in 27 of the participating districts and in 21 districts there were declines in student membership during the period 1980-1984. Growth in participating districts ranged from one-tenth of 1% through 19% while decline ranged from three-tenths of 1% through 10%.

In the 21 participating districts with no superintendent turnover, there were declines of student membership in 9 districts and increases in 12 districts. In the 27 districts with superintendent turnover, there were declines in membership in 12 districts and increases in 15 districts.

Table 3

Student Membership Grades K-12, Membership Increase/
Decrease, and Percent Increase/Decrease for 1980-1984

District	K-12 Membership 1980	K-12 Membership 1984	Membership Increase/ (Decrease)	Percent Increase/ (Decrease)
A	4,707	4,758	51	.10
B	924	964	40	.043
C	1,594	1,461	(133)	(.083)
D	7,533	7,265	(268)	(.035)
E	25,507	26,808	1,301	.051
F	8,660	8,304	(356)	(.041)
G	14,204	14,715	510	.035
H	3,651	3,572	(79)	(.021)
I	3,851	3,883	32	.008
J	2,269	2,273	4	.001
K	952	855	(97)	(.101)
L	1,803	1,628	(175)	(.097)
M	7,227	7,257	30	.004
N	7,090	8,064	974	.137
O	7,934	8,862	928	.116
P	7,792	7,620	(172)	(.022)
Q	35,924	37,578	1,654	.046
R	16,742	17,283	541	.032
S	7,257	7,344	87	.011
T	4,539	5,022	483	.106
U	3,064	3,363	299	.097
V	8,199	8,584	385	.046
W	2,029	1,997	(32)	(.015)
X	8,953	10,706	1,753	.195
Y	8,985	9,497	512	.056
Z	3,997	3,905	(92)	(.023)
AA	2,138	2,099	(39)	(.018)
BB	3,294	3,147	(157)	(.047)
CC	4,542	4,363	(179)	(.039)
DD	21,866	22,288	422	.019
EE	17,053	17,608	555	.032
FF	3,382	3,438	56	.016
GG	23,886	22,521	(1,365)	(.057)
HH	1,406	1,420	14	.009
II	7,824	7,271	(553)	(.070)
JJ	1,594	1,603	9	.005
KK	22,411	23,307	896	.039
LL	12,136	12,099	(37)	(.003)
MM	929	953	24	.025
NN	3,371	3,255	(116)	(.034)
OO	3,324	3,295	(29)	(.008)
PP	3,709	3,828	119	.032
QQ	42,024	40,526	(1,498)	(.035)
RR	2,511	2,466	(45)	(.017)
SS	58,464	56,796	(1,668)	(.028)
TT	19,401	19,815	414	.021
UU	3,938	4,186	248	.062
VV	2,344	2,186	(158)	(.067)

In those 12 districts where declines in membership were reported, superintendent turnover was voluntary in 5 districts and involuntary in 7 districts. In the 15 districts where there was growth in membership, superintendent turnover was voluntary in 5 districts and involuntary in 10 districts.

Operating Budget Increase

Operating budget increase was the second condition addressed in the problem statement. Data were collected from the Florida Department of Education. The Florida Department of Education (1981) reported that operating expenditures for participating districts during the 1980 year were \$836,214,240. According to the Florida Department of Education (1984), operating expenditures were \$1,161,200,538. The increase of \$324,986,298 amounted to 39%.

In all participating districts during the years 1980-84 there were increases in the operating expenditures. These increases ranged from a low of 12% through a high of 60% with the average for the 48 districts being 39%. Displayed in Table 4 are the participating districts' operating expenditures, 1984 operating expenditures, dollar increases from 1980 through 1984, and the percent increase 1980-84. These data were collected from the Florida Department of Education (1981, 1984).

An important factor concerning operating budget increases in the participating districts was the increase/decrease of operating tax millage. Operating tax millage is the millage levied on non-exempt

Table 4

Operating Budget Increase 1980-1984

District	Budget 1980	Budget 1984	Budget Increase	Percent Increase
A	8,059,798	11,167,705	3,107,907	.39
B	1,603,883	2,248,700	644,817	.40
C	2,714,600	3,620,625	906,025	.33
D	12,145,910	16,619,484	4,473,574	.37
E	45,502,681	69,381,635	23,878,954	.52
F	14,349,401	19,472,164	5,122,763	.36
G	25,999,451	36,673,261	10,673,810	.41
H	7,000,938	9,403,396	2,402,458	.34
I	6,811,473	9,381,469	2,569,996	.38
J	4,053,896	5,635,796	1,581,900	.39
K	1,990,252	2,234,319	244,067	.12
L	2,947,034	3,742,576	795,542	.27
M	12,447,916	16,354,730	3,906,814	.31
N	12,809,086	20,075,294	7,266,208	.56
O	15,145,037	22,307,523	7,162,486	.47
P	12,856,982	17,216,462	4,359,480	.34
Q	59,670,326	86,950,240	27,279,914	.46
R	27,154,157	38,966,930	11,812,773	.44
S	13,104,733	18,815,267	5,710,534	.44
T	8,023,818	12,191,959	4,168,141	.52
U	7,158,643	10,700,170	3,541,527	.49
V	18,099,124	25,026,500	6,927,376	.38
W	3,477,829	4,682,336	1,204,507	.35
X	15,400,008	24,593,936	9,193,928	.60
Y	18,036,060	26,321,639	8,285,579	.46
Z	7,588,753	10,238,464	2,649,711	.35
AA	4,371,311	5,288,128	916,817	.21
BB	5,114,776	6,954,535	1,839,759	.36
CC	7,664,319	10,357,926	2,693,607	.35
DD	43,615,520	62,139,046	18,523,526	.42
EE	31,068,549	42,881,292	11,812,693	.38
FF	5,827,978	8,478,193	2,650,215	.45
GG	42,406,885	53,589,747	11,182,862	.26
HH	2,563,116	3,531,913	968,797	.38
II	17,063,292	22,957,219	5,893,927	.35
JJ	2,829,431	3,759,823	930,392	.33
KK	37,955,728	55,333,243	17,377,515	.46
LL	22,688,063	29,614,479	6,926,416	.31
MM	1,861,644	2,673,232	811,588	.44
NN	5,412,970	7,261,916	1,848,946	.34
OO	6,232,110	8,042,135	1,810,025	.29
PP	6,391,002	8,568,755	2,177,752	.34
QQ	72,858,023	96,852,562	23,994,539	.33
RR	4,415,970	5,988,579	1,572,609	.36
SS	106,339,579	139,965,636	33,626,057	.32
TT	34,529,117	47,509,273	12,980,156	.38
UU	6,784,530	9,867,153	3,082,623	.45
VV	4,068,537	5,563,173	1,494,636	.37

assessed valuation for operation and maintenance of schools. This tax on property was the only tax school districts were allowed to levy in the State of Florida in 1984.

The Florida Department of Education (1981) reported the maximum allowable operating millage without a vote of the district's electorate during the 1980-81 year was 6.75 mills. The minimum required for participating in the Florida Education Finance Program was 5.15 mills. The Florida Department of Education (1984) reported the maximum allowable operating millage without a vote of the district's electorate during the 1983-84 year was 5.5 mills. The minimum required for participating in the Florida Education Finance Program was 4.4 mills. Shown in Table 5 are the 1980 operating tax millage, the 1984 operating tax millage, and increase/decrease in operating tax millage from 1980 through 1984 for participating districts. These data were collected from the Florida Department of Education (1981, 1984).

During the period 1980 through 1984, in all 48 of the participating districts there was an increase in operating expenditures. The increase in actual dollars ranged from a low of \$244,067 in district K through a high of \$33,626,057 in district SS. For the same period of time, in 44 of the participating districts operating tax millage was lowered while only in 4 participating districts was an increase reported. The decreases in operating tax

Table 5

Operating Tax Millage Increase/Decrease 1980-84

District	Operating Tax Millage 1980	Operating Tax Millage 1984	Increase/ (Decrease) 1980-84
A	6.0360	5.5000	(.5360)
B	5.4200	5.5000	.0800
C	6.2058	5.5000	(.7058)
D	6.3620	5.5000	(.8620)
E	6.0050	5.5000	(.5050)
F	4.8040	5.5000	.6960
G	5.6086	5.5000	(.1086)
H	6.1840	5.5000	(.6840)
I	4.8040	5.5000	.6960
J	6.1870	5.5000	(.6870)
K	6.3590	5.5000	(.8590)
L	6.4040	5.5000	(.9040)
M	6.0480	5.5000	(.5480)
N	6.0930	5.5000	(.5930)
O	6.1570	5.5000	(.6570)
P	5.7620	5.4720	(.2900)
Q	5.8900	5.5000	(.3900)
R	6.1370	5.5000	(.6370)
S	6.1540	5.5000	(.6540)
T	6.1050	5.5000	(.6050)
U	5.2310	4.4000	(.8310)
V	6.2910	5.5000	(.7910)
W	4.8040	4.4000	(.4040)
X	5.9620	5.5000	(.4620)
Y	6.4040	5.3540	(1.0500)
Z	5.7348	5.4060	(.3288)
AA	6.4040	5.5000	(.9040)
BB	5.9950	5.5000	(.4950)
CC	6.3350	5.5000	(.8350)
DD	6.1590	5.5000	(.6590)
EE	6.0050	5.5000	(.5050)
FF	5.7670	5.5000	(.2670)
GG	5.6000	5.4240	(.1760)
HH	5.9500	5.5000	(.4500)
II	5.9720	5.5000	(.4720)
JJ	6.4040	5.5000	(.9040)
KK	5.8710	5.5000	(.3710)
LL	6.1180	5.5000	(.6180)
MM	4.8040	4.4000	(.4040)
NN	6.1520	5.5000	(.6520)
OO	6.0740	5.5000	(.5740)
PP	6.4040	5.5000	(.9040)
QQ	6.4040	5.5000	(.9040)
RR	5.4060	5.5000	.0940
SS	6.2890	5.5000	(.7890)
TT	6.1180	5.5000	(.6180)
UU	6.4040	5.5000	(.9040)
VV	6.4040	5.5000	(.9040)

millage ranged from a low of .1086 through a high of 1.0500 mills. Increases ranged from 8% through 69%. Shown in Table 6 is the average percentage increase in operating expenditures from 1980-81 through 1983-84 for participating districts experiencing no turnover, voluntary turnover, and involuntary turnover.

Table 6

Average Operating Expenditures Percent Increase 1980-81
through 1983-84

Participating Districts	Number of Districts	Percent Increase 1980-81 through 1983-84
No Turnover	21	.3981
Voluntary Turnover	10	.3840
Involuntary Turnover	17	.3818

In all of the four participating districts where there was an increase of operating tax millage during the years 1980-81 and 1983-84, there was superintendent turnover. In three of these districts, B, F, and I, there was voluntary turnover and in the remaining district, RR, there was involuntary turnover of the superintendent.

Relationship Between the Superintendent and School Board

The condition pertaining to the relationship between the superintendent and the school board was addressed by interview items

1, 2, and 3. Superintendent "communication with the school board" was addressed in item number 1. The examination of any existing "conflict between the superintendent and the school board" was accomplished with item number 2. The question of the extent to which the "roles of the superintendent and school board were clearly defined" was addressed in question number 3.

Responses to the item about "superintendent communication with school board" by the 148 study participants, by participant groups, are reported in Table 7. Sixty-six participants perceived this communication to be very important in the 1984 election outcomes.

Table 7

Superintendent Communication with School Board

Responses	RS	DS	IS	SBM	TO
Not Important	0	6	3	4	5
Slightly Important	1	4	3	4	2
Moderately Important	1	0	4	3	17
Important	7	4	3	6	5
Very Important	12	5	11	26	12
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Returning superintendents placed importance on "communication with the school board" as a factor in the 1984 elections. None of the 21 interviewed rated the item not important. Nineteen of the 21 interviewed rated the item either important or very important. One superintendent responded that the item was slightly important, and one rated the item moderately important. Six superintendents indicated that a lack of communication between the superintendent and the school board could create problems in a district that could possibly lead to turnover.

Six departed superintendents rated communication between the superintendent and school board not important in their bid for reelection. Four departed superintendents rated the items slightly important while nine rated the item either important or very important.

Two of the six departed superintendents rating communication not important indicated their communication with the school board was not a factor in the election. Of the nine departed superintendents rating this item either important or very important, one indicated communication was one way, that the school board had no desire to communicate with the superintendent. One departed superintendent stated "I had good communication with three school board members but very poor communication with the other two members." He said this factor was a major reason as to why he chose not to run for

reelection. One departed superintendent indicated that this was an issue used by his opponent during the election and that one school board member used this to work against the superintendent in his bid for reelection.

Fourteen incoming superintendents rated "communication with the school board" either important or very important, and the other nine rated the item in the categories from not important through moderately important. Two incoming superintendents indicated communication between the previous superintendent and school board was poor. One incoming superintendent stated "communication was lacking."

Thirty-two of 43 school board members felt communication between the superintendent and school board was either important or very important. The remaining 11 school board members rated the item in the other categories. Comments from school board members ranged from no communication to excellent communication. One school board member stated, "the public was interested in communication with the public not the school board." Two school board members indicated that there would be a problem if communication did not exist. In one district, lack of communication was seen to be the reason 4 of the 5 school board members supported the opponent of the superintendent. One school board member stressed the importance of communication by stating that "the 5 school board members are political entities and there must be communication and rapport as each school board member has his own political following."

Teacher organization officials did not place as much importance on "superintendent communication with the school board" as did either superintendents or school board members. Seventeen teacher organization officials rated the item either important or very important while 24 rated the item either not important, slightly important, or moderately important.

Comments from teacher organization officials concerning communications in districts where there was superintendent turnover ranged from very poor to good. In a district where turnover was the result of a superintendent's retiring, the newly elected superintendent was seen as an "arm" of the retiring superintendent who had good communication with the school board. In the two districts where there was no turnover, communications were as poor but the superintendent had no opposition for reelection.

Ninety-one of the 148 study participants' rated the item "superintendent communication with school board" either important or very important in the 1984 election in Florida. Only 18 participants felt the item was not an important element in the election and some of these participants felt that a lack of communication would have made it important.

In 11 districts there existed total agreement among the study participants in response to the item "superintendent communication with school board." In 9 of the 11 districts the item was rated very important. Participants in one district rated the item not

important, and participants in one district rated the item slightly important. In the remaining districts participant ratings were scattered.

Study participants' ratings of "superintendent communication with school board," by school district, are included in Appendix D.

Responses to the item about the "conflict that existed between the superintendent and school board" by the 148 study participants, by participant groups, are reported in Table 8. Fifty-seven study participants' rated this item as not important as a factor in the 1984 elections.

Table 8

Conflict that Existed Between the Superintendent and School Board

Responses	RS	DS	IS	SBM	TO
Not important	13	7	6	19	12
Slightly important	3	1	3	3	10
Moderately important	0	3	1	6	8
Important	3	2	5	10	4
Very important	2	6	9	5	7
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Returning superintendents indicated conflict between the superintendent and school board was not an important issue in the 1984 elections. Five of 21 rated conflict between the superintendent and school board important or higher while 16 felt it was not important or only slightly important. Statements from 10 of the 21 returning superintendents indicated that it was very important not to have conflict between the superintendent and the school board. One superintendent indicated that he would have had opposition in the election if there had been conflict. Another stated that "a school board member ran for office of superintendent during the 1984 election. There had been conflict between the superintendent and one school board member, both were hurt by the conflict." A final comment indicated that "team work between the superintendent and school board was their strong point and conflict did not exist."

Departed superintendents were divided on the importance of conflict between the superintendent and school board in the 1984 elections. Eight departed superintendents rated the item either not important or slightly important, and three rated the item moderately important. Comments ranged from "good relations" to "conflict with one or more board members." Departed superintendents generally recognized the need for little or no conflict, responding that existing conflict could be very important in an election.

Incoming superintendents indicated conflict between the superintendent and school board was a major factor in the 1984 elections. Fourteen incoming superintendents rated the item either important or very important, nine rated the item either not important or slightly important, and one rated the item moderately important. Comments from incoming superintendents indicated conflict existed in some districts and that the conflict was created by lack of communication between the superintendent and school board. Other incoming superintendents indicated that if conflict existed it could create problems during an election.

School board members did not place as much emphasis on this conflict as a factor in the 1984 elections. Twenty-two school board members rated the item either not important or slightly important, 15 rated the item either important or very important, and six rated the item moderately important. School board member comments ranged from "no conflict in the district" to "conflict existed and played a part in the turnover of the superintendent". Most agreed with the superintendents that conflict would play a part in an election if conflict existed in the district.

Twenty-two teacher organization officials rated the item either not important or slightly important, 11 rated the item either important or very important, and 8 rated the item moderately important. Comments from teacher organization officials emphasized the importance of not having conflict during an election year.

In 10 districts there existed a total agreement among the study participants in response to the item "conflict that existed between the superintendent and school board." In 2 of the 10 districts, the item was rated very important while in 8 districts it was rated not important.

Study participants' rating of "conflict that existed between superintendents and school board," by school district, are included in Appendix E.

Responses to the item about the "roles of the superintendent and school board members were not clearly defined causing intrusion into the other person's area of responsibility" of the 148 study participants, by participant groups, are reported in Table 9. Sixty study participants' rated this item as not important as a factor in the 1984 elections.

Returning superintendents were divided on this item. Eleven felt the item was not important in the 1984 elections, while 10 rated the item either important or very important. Two returning superintendents indicated this could definitely be a problem but that it did not exist in their district. One saw this as a major problem indicating that

school board members failed to see their role and became involved in administration. One superintendent indicated that the only time the problem existed was in dealing with personnel matters. He said "school board members wanted to go beyond the legal requirements of the role of school board member and become involved in the administrative role of selection and nomination of personnel."

Table 9

The Roles of the Superintendent and School Board Members Were Not Clearly Defined Causing Intrusion Into the Other Person's Area of Responsibility

Responses	RS	DS	IS	SBM	TO
Not important	11	5	6	20	18
Slightly important	0	2	5	4	7
Moderately important	0	0	2	7	3
Important	4	7	5	4	8
Very important	6	5	6	8	5
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Departed superintendents placed more importance on the the lack of clearly defined roles as a factor in the 1984 elections than returning superintendents. Twelve departing superintendents rated the item either important or very important. Seven departed superintendents saw the item either not important or slightly important. Statements from departed superintendents indicated that some school board members wanted to cross the line between policy making and administration. One departed superintendent stated that "the school board failed to accept the role of the school board as it was written in Florida Statutes and encroached into the area of administration." Other departed superintendents indicated that they had trouble in this area with one or two school board members.

Ratings of the item with incoming superintendents were well distributed. Eleven rated the item either not important or slightly important. Eleven rated the item either important or very important. Two rated the item moderately important. Three incoming superintendents perceived problems of school board members crossing into the area of administration. Two incoming superintendents indicated the problem had existed between the departed superintendent and the school board.

Twenty-four school board members rated the item either not important or slightly important. Twelve perceived the item to be either important or very important while seven felt it to be moderately important. Statements from school board members concerning

the item ranged from roles clearly defined to roles not defined and causing problems. Most indicated this item was very important and could cause problems if the roles are not defined and understood.

Responses from teacher organization officials were much like those from school board members. Twenty-five officials rated the item either not important or slightly important. Thirteen rated the item important or very important and three said it was moderately important. Statements from teacher officials ranged from one saying that "the superintendent considered it his responsibility to recommend and hire personnel," to those indicating the role was not clear. One interesting statement was that "school board members were better members when they were not paid a salary. Then they were concerned about schools; now they are interested in the money. There are poorly trained people on the school board."

In nine districts, all study participants were in total agreement in response to the item "roles of superintendent and school board members were not clearly defined causing intrusion into the other person's area of responsibility" as a factor during the 1984 elections. In one district, participants rated the item very important, in another participants rated the item moderately important, and in seven districts participants rated the item not important.

Study participants' ratings of the item "roles of superintendent and school board members were not clearly defined causing intrusion

into the other person's area of responsibility," by school district, are reported in Appendix F.

Relationship Between the Superintendent and the Public

The condition pertaining to the "relationship between the superintendent and the public" was addressed by interview items 4, 5, and 6. In item number 4, the "superintendent's work with community groups and organizations" was addressed. Item 5 was focused on a "formal program for keeping the public informed" about the school system, and in item 6 the "superintendent's work with school advisory committees and school-related organizations" was addressed.

Responses to the item about "work with community groups and organizations" by 148 study participants, by participant groups, are reported in Table 10. Fifty-one study participants' rated this to be very important in the 1984 election outcomes.

Returning superintendents placed much emphasis on their work with community groups and organizations in the 1984 elections. Twenty of the 21 participants rated this item either important or very important. One returning superintendent rated the item moderately important. No returning superintendent perceived the item either not important or slightly important. A superintendent from a small, rural school district best related the feelings of returning superintendents when he said "I worked with all and that is one reason I won the election."

Table 10

Superintendent's Work With Community Groups and Organizations

Responses	RS	DS	IS	SBM	TO
Not important	0	9	1	3	2
Slightly important	0	1	2	4	2
Moderately important	1	3	4	9	13
Important	13	4	2	11	13
Very important	7	2	15	16	11
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

The majority of departed superintendents did not perceive work with community groups as a major issue in the 1984 elections. Ten rated this item as either not important or slightly important. Three perceived the item as moderately important. Six participants rated the item either important or very important. Participants elaborated on their responses in which they perceived this not to be a problem. "It would have been a problem if I had not been working with groups and organizations." "Very important but not a factor in my decision to retire." One departed superintendent stated, "I did not run and one

reason was that I was tired of the complaints, hassling, and bickering over little things from community groups and organizations."

Incoming superintendents perceived "work with community groups and organizations" as important to the 1984 elections. Seventeen incoming superintendents rated the item either important or very important. Three rated the item either not important or slightly important, and 4 rated the item moderately important. Five participants responded that little or no work was done with community groups and organizations by the previous superintendent. One incoming superintendent referred to the departed superintendent as having "a patronage system" and stated "his promises made to the community groups and organizations did not work during the 1984 election."

Twenty-seven participant school board members rated this as either important or very important to the 1984 election outcomes. Seven rated the item either not important or slightly important. Nine rated the item moderately important. Responses dealing with the item included "superintendent did not do this," "superintendent did this very well," "most important issue," "the superintendent did not get along with the public," and "the superintendent had a lack of communication with community groups and this hurt him in the 1984 election."

Teacher organization officials placed emphasis on work with community groups and organizations as an element in the 1984 elections. Twenty-four participants rated the item either important or very

important. Thirteen rated the item moderately important, and only four participants rated the item either not important or slightly important. Two comments from participants were "superintendent is very active with groups and organizations" and "there was a lack of work with groups and organizations."

In six districts there existed total agreement among the study participants in regard to the "superintendent's work with community groups and organizations" as a factor in the 1984 elections. Participants in four districts rated the item very important while in two districts they rated the item important.

Study participants' ratings of the "superintendent's work with community groups and organizations," by school district, are included in Appendix G.

Responses to the item in regard to "keeping the public informed about the school system" of 148 study participants, by participant groups, are reported in Table 11. Forty-five study participants rated this as important as a factor in the 1984 elections.

Returning superintendents placed much significant importance on keeping the public informed about the school system as a factor in the 1984 elections. Eighteen of the 21 participants rated the item either important or very important. Three returning superintendents rated the item moderately important while none rated the item either

not important or slightly important. Even though the consensus of returning superintendents was that keeping the public informed was significant in the elections, in small districts this was dealt with in an informal manner rather than through a formal program.

Table 11

Formal Program for Keeping the Public Informed
About the School System

Responses	RS	DS	IS	SBM	TO
Not important	0	9	2	8	4
Slightly important	0	3	4	5	10
Moderately important	3	2	3	5	8
Important	10	3	9	14	9
Very important	8	2	6	11	10
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Twelve of the 19 departed superintendents rated the item either not important or slightly important to the 1984 elections. Five departed superintendents perceived the item to be either important or very important while 2 rated the item moderately important. In some

districts there were formal programs, but the departed superintendents felt it played no major role in the election. One departed superintendent expressed his belief that superintendents are weak in this area and need to develop more skills in keeping the public informed about the school system.

Incoming superintendents perceived "formal programs to keep the public informed" to have significance in the 1984 election outcomes. Fifteen incoming superintendents rated the item either important or very important. Three rated the item moderately important. Six rated the item either not important or slightly important. Of the 24 incoming superintendents participating in the study, 3 indicated that the program was not effective; one stated "the community never saw the annual report of the district," one stated "a formal program was important but that you can over do it by tooting your horn all the time," and another stated "having a formal program was extremely important to the district."

Participant school board members also perceived "formal program to keep the public informed" to be of some significance to the 1984 election outcomes. Twenty-five rated the item either important or very important. Five rated the item moderately important and 13 rated the item either not important or slightly important to the 1984 elections. Comments from board members were "no program under the departed superintendent," "not much but needed," "needed but not important during the election," and "very good program."

Nineteen teacher organization officials rated the item either important or very important to the 1984 elections. Eight saw the item as moderately important. Fourteen rated the item either not important or slightly important. Comments from teacher participants were "lack of formal program," "program lacking, the public does not have a clear picture of school programs and the quality of education offered," and "in our small district there is no formal program but the superintendent is a good communicator individually with the public."

In five districts there was total agreement among the study participants in response to "formal program for keeping the public informed about the school system" during the 1984 election. Participants in two districts rated the item very important, in two districts participants rated the item important and participants in one district rated the item not important.

Study participants' ratings of the item "formal program for keeping the public informed about the school system," by school district, are included in Appendix H.

Responses to the item about the "superintendent's work with school advisory committees and school related organizations" of 143 study participants, by participant groups, are included in Table 12. Forty-two study participants rated this item as moderately important to the 1984 election outcomes.

Table 12

Superintendent's Work With School Advisory Committees
and School Related Organizations

Responses	RS	DS	IS	SBM	TO
Not important	1	9	3	3	5
Slightly important	1	5	2	4	4
Moderately important	8	3	6	11	14
Important	8	0	5	14	11
Very important	3	2	8	11	7
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Sixteen returning superintendents rated work with "school advisory committees and school related organizations" either moderately important or important to the 1984 elections. Two superintendents rated the item either not important or slightly important, and three superintendents rated the item very important. One superintendent, who rated the item very important, commented "it was hard to deal with all groups." One superintendent, rating the item important, stated "the advisory committee was not good and it was stacked against the me." One superintendent, rating the item slightly important, stated "they would be very important if they functioned."

Two departed superintendents rated the item as very important to the 1984 elections. None rated the item important and three rated the item moderately important. Fourteen departed superintendents rated the item as either not important or slightly important to the 1984 elections. One retiring superintendent stated "the item was not important in my decision to retire." Another superintendent stated "I had a good relationship with the advisory committee and school related groups and the item was not important in the election."

Responses from incoming superintendents were more evenly distributed. Five incoming superintendents rated the item as either not important or slightly important to the 1984 elections. Six incoming superintendents rated the item moderately important and 13 rated the item either important or very important. Five incoming superintendents reacted to the item beyond the rating scale. One, who rated the item important, stated "there was very little communications with anyone or any group." Another, rating the item very important, stated "there was not a two-way interaction but only interaction from the superintendent to the committee or organization." A third incoming superintendent, rating the item as moderately important, stated "the previous superintendent did not work closely with the committee or organization." Another incoming superintendent, rating the item as moderately important, stated "the superintendent has to be

available but cannot make all the meetings held in the district." The last incoming superintendent rated the item very important and stated, "the advisory committee existed in name only."

School board members perceived the superintendent's work with advisory committees and school related organizations as an important issue to the 1984 superintendent elections. Twenty-five school board members rated the item either important or very important. Eleven rated the item moderately important, and seven rated the item either not important or slightly important. Three additional responses were received from school board members. One school board member, rating the item moderately important, stated "the advisory committee was not active." The second school board member rated the item very important but stated "the superintendent did not work with these groups." The third school board member, rating the item important, stated "the superintendent worked well with the PTA and booster clubs but not with the advisory committee."

Eighteen teacher organization officials rated the item as either important or very important to the 1984 election outcomes. Fourteen rated the item moderately important, and nine rated the item either not important or slightly important. One additional response was "the superintendent must be active with the athletic and band organizations in the district."

In three districts, there was total agreement among the study participants in response to the "superintendent's work with school advisory committees and school related organizations" as a factor during the 1984 elections. Participants in all three districts rated the item important.

Study participants' ratings of "superintendent's work with school advisory committee and school related organizations," by school district, are included in Appendix I.

Relationship Between the Superintendent and the Staff

The condition pertaining to the relationship between the superintendent and the staff was addressed by interview items 7 and 8. Item number 7 focused on a "team approach to management," and item number 8 on "staff respect for the superintendent as a leader."

Responses to the "team approach to management" item of 148 study participants, by participant group, are reported in Table 13. Forty-seven study participants rated this item as very important in the 1984 election outcomes.

Returning superintendents was a team approach to management as significant to the 1984 superintendent elections. Sixteen returning superintendents perceived the item to be either important or very important. Two returning superintendents rated the item moderately important, and three rated the item either not important or slightly important.

Table 13

Team Approach to Management

Responses	RS	DS	IS	SBM	TO
Not important	2	9	3	5	6
Slightly important	1	4	2	3	6
Moderately important	2	2	3	8	7
Important	6	3	7	9	13
Very important	10	1	9	18	9
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

As a group, departed superintendents placed less importance on the item as a factor in the 1984 elections than returning superintendents. Thirteen departed superintendents perceived the item to be either not important or slightly important during the 1984 superintendent election. Two departed superintendents rated the item either important or very important. One departed superintendent stated "it was important but had no impact on the election." Another stated "it was slightly important and there was not as much team approach to management as there should have been in the district."

Incoming superintendents, like returning superintendents, placed considerable emphasis on a "team approach to management" as a factor in the 1984 superintendent elections. Sixteen incoming superintendents perceived the item to be either important or very important. Three rated the item moderately important, and five rated the item either not important or slightly important.

Six incoming superintendents responded to the item beyond the rating scale. One superintendent, who rated the item moderately important, stated "it was not done in the district." Another, rating the item moderately important, stated "the lack of a team approach to management was a symptom of things the public was concerned about in the system." A third incoming superintendent, rating the item important, stated "there was a need for input from all levels such as with quality circles." Another incoming superintendent, rating the item important, felt this was a "dissatisfaction with school personnel by the electorate, that team members hurt the departed superintendent during the election." Two incoming superintendents rated the item very important; one stated "the staff felt left out of the decision-making process," and the other said "a team approach to management did not exist but does now."

School board members placed substantial emphasis on a team approach to management as an element in the 1984 superintendent elections. Twenty-seven school board members rated the item either important or very important. Eight rated the item moderately

important, and eight rated the item either not important or slightly important. Two school board members responded beyond the rating scale. One school board member rated the item important and stated "the superintendent didn't trust the team." The second school board member rated the item very important and stated "the superintendent does work very well with the team."

Twenty-two teacher organization officials rated the item either important or very important in the 1984 superintendent election outcomes. Seven rated the item moderately important, and 12 rated the item not important or slightly important.

Four teacher organization officials responded beyond the rating scale. Two indicated a team approach to management was important but did not exist in the district. One of these officials was from a district with a returning superintendent and the other from a district with a departed superintendent. Two officials from districts with a departed superintendent rated the item very important. One official stated "the superintendent delegated but people did not respond and he did not follow up." The second official stated "the superintendent wanted to be in total control; he wanted everyone to come to him to get anything."

In three districts there was total agreement among the study participants in response to "a team approach to management" as a factor during the 1984 elections. Participants in two districts rated

the item very important and participants in one district rated the item important.

Study participants' ratings of a "team approach to management," by school district, are included in Appendix J.

Responses to the item in regard to "staff respect for the superintendent as a leader" of 148 study participants, by participant category, are reported in Table 14. Fifty-six study participants rated this item as very important in the 1984 election outcomes.

Table 14

Staff Respect for the Superintendent as a Leader

Responses	RS	DS	IS	SBM	TO
Not important	0	12	1	3	1
Slightly important	0	1	1	0	4
Moderately important	0	0	5	6	10
Important	9	1	6	17	15
Very important	12	5	11	17	11
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Returning superintendents saw "staff respect for the superintendent as a leader" to be a major factor in the 1984 elections. Twenty-one returning superintendents perceived the item to be either important or very important. No returning superintendent assigned a rating to the item that was less than important. The comment "good support by the staff" indicated the importance of staff respect for the superintendent.

Departed superintendents placed considerably less emphasis on staff respect as a factor in the 1984 elections than any other category of study participants. Thirteen departed superintendents rated the item either not important or slightly important. No departed superintendent rated the item moderately important, and six rated the item either important or very important. Three departed superintendents, rating the item not important, indicated respect for the superintendent as a leader would have been a factor in the election if it had been lacking but it was present and not a factor in the election.

Incoming superintendents perceived staff respect to be more of a factor in the 1984 elections than departed superintendents. Seventeen incoming superintendents rated the item either important or very important. Five rated the item moderately important, and two rated the item either not important or slightly important. One incoming superintendent, rating the item moderately important stated "the superintendent had no respect." Another, rating the item very

important, stated "the staff did not respect the superintendent's leadership." A third incoming superintendent stated "the superintendent had the support of most of the administrative staff but not the teachers in the district."

School board members perceived staff respect to be a factor in the 1984 elections. Thirty-four rated the item either important or very important. Six rated the item moderately important, and three rated the item not important. No school board member rated the item slightly important. One school board member, rating the item important, stated "the superintendent had two staff members run against him indicating a lack of respect." Two school board members, rating the item very important, stated "the superintendent had a high degree of respect from the staff and excellent relations." One school board member, rating the item moderately important, stated "the superintendent had the respect of the staff; the public doesn't realize the relationship, but respect of the staff is very important in the operation of the school district." One school board member, rating the item important, stated the superintendent had "no respect as a leader, he had moved to the superintendency from the principalship, and the 'Peter principle' caught up with him; he wasn't ready to be a superintendent."

Teacher organization officials perceived staff respect to be a significant factor in the 1984 elections. Twenty-six rated the item

either important or very important. Ten teacher organization officials rated the item moderately important, and five rated the item either not important or slightly important. Two teacher organization officials, one rating the item important and the other very important, indicated the departed superintendents in their districts lacked the respect of the staff. One official, rating the item very important, stated "the staff was afraid the superintendent would be reelected and would not campaign for the opponent for fear of losing their job if the incumbent was reelected."

One teacher official, rating the item moderately important, stated "the superintendent was a good school-based leader but not a good district leader." This response was from the same district as the school board member who stated the "Peter principle" had caught up with the superintendent.

In 11 districts there was total agreement among the study participants in response to "staff respect for the superintendent as a leader" as a factor in the 1984 elections. Participants in 7 districts rated the item very important, and in 4 districts they rated the item important.

Study participants' ratings of "staff respect for the superintendent as a leader," by school districts, are included in Appendix K.

Teacher Organization Activity or Militancy

The condition pertaining to teacher organization or militancy was addressed by interview items 9, 10, and 11. Item number 9 focused on

the "superintendent's working relationship with the teacher organization," item number 10 the "conflict between the teacher organization and the school system," and item number 11 the "teacher organization leader's position on endorsing or supporting the superintendent in his/her election."

Responses to the item about the "superintendent's working relationship with the teacher organization" of 148 study participants, by participant groups, are reported in Table 15. Fifty-three study participants perceived this relationship to be important in the 1984 election outcomes.

Returning superintendents placed considerable emphasis on "superintendent's working relationship with the teacher organization. Sixteen returning superintendents perceived the item to be either important or very important. Three returning superintendents rated the item moderately important, and two rated the item either not important or slightly important. One returning superintendent, rating the item very important, stated "I meet with teachers and with the teacher organization on a monthly basis." Another superintendent, rating the item moderately important, stated "the union was against me in the election."

Departed superintendents were divided on their perception of the impact of the relationship on the 1984 elections. Seven departed superintendents rated the item either important or very important. Four rated the item moderately important, and eight rated the item not

important or slightly important. One departed superintendent, rating the item very important, stated "the teacher organization demanded too much and the public does not understand educational funding and salaries." One departed superintendent, rating the item important, stated "relations were not good." One departed superintendent, rating the item moderately important, stated "I had good relations with the organization's president." Two departed superintendents rated the item slightly important. One stated "it was not a determining factor in my retiring," and the other stated "relations were not bad and I was able to relate well with the teacher organization."

Table 15

Superintendent's Working Relationship with the Teacher Organization

Responses	RS	DS	IS	SBM	TO
Not important	1	5	3	3	3
Slightly important	1	3	3	4	5
Moderately important	3	4	2	10	8
Important	11	3	9	18	12
Very important	5	4	7	8	13
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Sixteen incoming superintendents perceived the relationship to be either important or very important to the 1984 election outcomes. Two incoming superintendents rated the item moderately important, and six rated the item either not important or very important. Six incoming superintendents responded beyond the rating scale. Four of the six superintendents rated the item very important, one rated the item important, and one not important. All four of those rating the item very important indicated there were poor relations or none at all. One likened the situation to an armed camp. The one incoming superintendent, rating the item important, stated "the superintendent must work with the teacher organization." The incoming superintendent, rating the item not important, stated "the teachers supported the superintendent and perceived him to be a superintendent who would pay well and leave them alone."

Twenty-six school board members rated the relationship either important or very important to the 1984 elections. Ten rated the item moderately important, and seven rated the item either not important or slightly important. Four school board members responding beyond the rating scale rated the item important. Three of those school board members represented school districts that had returning superintendents. Two indicated the teacher organization opposed the incumbent but the organization was not strong. One stated "the superintendent was fair and had good relations with the teacher organization." In the fourth

school district where there was turnover of the superintendent, the school board member stated "the teacher organization opposed the superintendent and this helped the challenger."

Twenty-five teacher organization officials rated the item either important or very important as a factor in the 1984 elections. Eight rated the item moderately important, and eight rated the item either not important or slightly important.

Nine teacher organization officials responded beyond the rating scale. One official rated the item not important and stated "there were poor relations with the superintendent but the public didn't understand." Two rated the item moderately important, one stating "there was both good and bad relations with the superintendent"; the other official stated "the organization worked well with the departed superintendent." Two rated it important. One stated "the teacher organization was not strong and the superintendent didn't work well with the organization." The second official stated "there was a good relationship with the superintendent." Four officials rated the item important. One, in a district with a returning superintendent, stated "there was good relations." The other three officials with departed superintendents indicated relations were poor. One of these officials stated "the teacher organization ran the challenger's campaign."

In two districts there was total agreement among study participants in response to "superintendent's working relationship with the teacher

organization" as a factor in the 1984 elections. In both districts, participants rated the item important.

Study participants' ratings of "superintendent's working relationship with the teacher organization," by school district, are included in Appendix L.

Responses to the item relative to the "conflict between the teacher organization and the school system" of 148 study participants, by participant category, are reported in Table 16. Seventy study participants rated this item as not important to the 1984 election outcomes.

Table 16

Conflict Between the Teacher Organization and the School System

Responses	RS	DS	IS	SBM	TO
Not important	16	8	10	26	10
Slightly important	0	3	2	2	4
Moderately important	2	3	2	8	16
Important	3	2	8	3	4
Very important	0	3	2	4	7
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

A large majority of returning superintendents perceived the item of "conflict between the teacher organization and the school system" not to be important to the 1984 election outcomes. Sixteen returning superintendents rated the item not important. Two rated the item moderately important, three rated the item important, and none rated the item either slightly important or very important.

Four returning superintendents responded to the item beyond the rating scale. Three of these rated the item not important, and one rated the item important. Two superintendents, rating the item not important, indicated the issue was important but there was no conflict in their system. The superintendent who rated the item important, stated "it is good not to have conflict and there is a need for better relations between the system and the teacher organization."

Departed superintendents were divided on the impact of "conflict between the teacher organization and the system" as a factor in the 1984 elections. Five departing superintendents rated the item either important or very important, 3 rated the item moderately important, and 11 rated the item either not important or slightly important.

Three departed superintendents responded to the item beyond the rating scale. One departed superintendent, rating the item not important, stated "it would be important if it existed." The second departed superintendent, rating the item slightly important, stated "it was not a determining factor in my retiring." The third departed

superintendent rated the item very important and stated "the teacher organization set out to generate controversy in all areas of the system to make it hard for the superintendent."

Incoming superintendents were split on their rating of the item as a factor in the 1984 elections. Twelve incoming superintendents rated the item either not important or slightly important. Two rated the item moderately important, and 10 rated the item either important or very important in the election.

Four incoming superintendents responded to the item beyond the rating scale. Two rated the item important and indicated there were problems in the system. One rated the item important and stated "conflict existed because of a lack of communication in the system." One, rating the item very important, stated "strong conflict existed in the system."

School board members placed little importance on the item "conflict between the teacher organization and the system" as a factor in the 1984 elections. Twenty-eight school board members rated the item either not important or slightly important. Eight rated the item moderately important, and seven rated the item either important or very important.

One school board member responded to the item beyond the rating scale. This school board member was from a district with a returning superintendent and rated the item not important. She stated "conflict did not exist in the district but would have been a factor if it had existed."

Teacher organization officials were more evenly divided on their rating of the "conflict between the teacher organization and the system" as a factor in the 1984 elections. Fourteen teacher organization officials rated the item either not important or very important. Sixteen teacher organization officials rated the item moderately important, and 11 rated the item important or very important.

Two teacher organization officials responded to the item beyond the rating scale. One teacher organization official, rating the item very important, stated "there was conflict between the teacher organization and the system for a year before the election." The second teacher organization official rated the item important and stated "the system doesn't involve the teacher organization."

All study participants in nine districts were in total agreement in response to "conflict between the teacher organization and the school system." Participants agreed in eight districts when they rated the item not important while participants in one district rated it moderately important.

Study participants' ratings of the "conflict between the teacher organization and the school system," by school district, are included in Appendix M.

Responses to the item relative to "the teacher organization leaders failing to endorse or support the superintendent in his/her election" of 148 study participants, by participant category, are

reported in Table 17. One hundred thirteen study participants rated this item as not important to the 1984 election outcomes.

Table 17

The Teacher Organization Leaders Failed to Endorse or Support the Superintendent in His/Her Election

Responses	RS	DS	IS	SBM	TO
Not important	19	13	17	29	33
Slightly important	0	1	2	1	0
Moderately important	1	1	3	3	3
Important	0	2	1	6	1
Very important	1	2	1	4	4
TOTAL	21	19	24	43	41

Nineteen returning superintendents rated the item about "the teacher organization leaders failing to endorse or support the superintendent in his/her election" as not important in the 1984 election outcomes. One returning superintendent rated the item moderately important, and one rated the item very important. No returning superintendents rated the item either slightly important or important.

Four returning superintendents responded to the item beyond the rating scale. All rated the condition not important. Two superintendents who ran without opposition indicated that endorsement

could be important. One superintendent who had opposition stated "the teacher organization would have endorsed me but I asked them not to make the endorsement." The other superintendent with opposition stated, "the teacher organization leadership endorsed my opponent, and the teacher organization membership was upset with the endorsement."

Fourteen departed superintendents rated the item either not important or slightly important. One rated the item moderately important, and four rated the item either important or very important.

Four departed superintendents responded to the item beyond the rating scale. Two rated the item not important, one rated the item important, and one rated the item very important. Two departed superintendents, rating the item not important, reported the teacher organization endorsing no one in the election. One departed superintendent, rating the item important, stated "the teacher organization endorsed my opponent who was a teacher," and one departed superintendent stated "the teacher organization endorsed my opponent."

Nineteen incoming superintendents rated the item as either not important or slightly important. Three rated the item moderately important, and two rated the item either important or very important.

Five incoming superintendents responded to the item beyond the rating scale. Three incoming superintendents, rating the item very important, important, and moderately important, indicated that the

teacher organization endorsed the challenger. One incoming superintendent, rating the item not important, stated "the teacher organization endorsed the superintendent," and one incoming superintendent, rating the item not important, stated "there was no official endorsement from the teacher organization."

Thirty school board members rated the item as either not important or slightly important to the 1984 election outcomes. Three rated the item moderately important, and 10 rated the item either important or very important.

Five school board members responded to the item beyond the rating scale. Two with returning superintendents, rating the item not important, reported there was no endorsement. One, representing a district with a returning superintendent and rating the item important, stated "the teacher organization endorsed the challenger." One, representing a district with a departed superintendent rating the item important, stated "the teacher organization endorsed the challenger who was not seen as the selected replacement for the departed superintendent." One, representing a district with a returning superintendent, rated the item very important and stated "the teacher organization did not endorse a candidate."

Thirty-three teacher organization officials rated the item as not important to the 1984 elections. None rated the item slightly

important, three rated the item moderately important, and five rated the item either important or very important.

Six teacher organization officials responded to the item beyond the rating scale. One, rating the item very important, stated "the teacher organization endorsed the opponent who won the election." Two, rating the item not important, reported the teacher organization endorsed the incumbent who won the election. One, rating the item not important, stated "their organization did not endorse and it was not important in their small rural district that is non-union." Another, rating the item not important, stated "there was no endorsement but some members worked for the challenger who lost the election." One, rating the item important, stated "the organization worked for the person elected to replace the retiring superintendent."

In 23 districts there was total agreement among the study participants in response to "the teacher organization failed to endorse or support the superintendent in his/her election." Participants in the 23 districts rated the item as not important in the 1984 election outcomes.

Study participants ratings of the item about "teacher organizations failed to endorse or support the superintendent in his/her election," by school district, are included in Appendix N.

Special Interest Group Activity

The condition pertaining to special interest group activity was addressed by interview items 12 and 13. Item number 12 related to the

"superintendent's relationship with special interest groups"; item number 13 was focused on the "superintendent's relationship with the community power structure."

Responses to the item about "superintendent's relationship with special interest groups" of 148 study participants, by participant group, are included in Table 18. Thirty-eight study participants rated this item as not important in the 1984 elections.

Table 18

Superintendent's Relationship with Special Interest Groups

Responses	RS	DS	IS	SBM	TO
Not important	5	8	6	15	4
Slightly important	4	3	5	5	10
Moderately important	5	3	2	8	10
Important	3	3	8	12	7
Very important	4	2	3	3	10
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Responses of returning superintendents to the item concerning the "superintendent's relationship with special interest groups" as a factor in the 1984 elections were divided. Nine rated the item either not important or slightly important, five rated the item moderately important, and seven rated the item either important or very important. No returning superintendent responded to the item beyond the rating scale.

Eleven departed superintendents rated the item either not important or slightly important to the 1984 elections. Three rated the item moderately important, and five rated the item either important or very important.

Four departed superintendents responded to the item beyond the rating scale. One departed superintendent, who did not seek reelection, stated "special interest groups played no part in the election." One departed superintendent, rating the item moderately important, stated "retired military personnel in the district were strong, hard to work with, and were an influence in the election." One departed superintendent stated "a bond issue in the district prior to the election involved special interest groups and they remained organized to help defeat me." Another departed superintendent stated "minority groups hurt my bid for reelection as well as a fundamental religious group."

Incoming superintendents were divided on the item. Eleven incoming superintendents rated the item either important or slightly

important, 2 rated the item moderately important and 11 rated the item either important or very important.

Five incoming superintendents responded to the item beyond the rating scale. One incoming superintendent, rating the item moderately important, stated "the superintendent was only interested in the people with money." Three incoming superintendents rated the item important. One stated "the superintendent did very little with any groups." Another stated "the superintendent did not associate with any groups," and the third stated, "the superintendent had a lack of communication with groups." One incoming superintendent, rating the item very important, stated "special interest groups must be involved."

School board members were divided on the item. Twenty school board members rated the item either not important or slightly important, 8 rated the item moderately important, and 15 rated the item either important or very important as a factor in the 1984 elections.

Three school board members responded to the item beyond the rating scale. Two school board members, rating the item important, reported that the returning superintendent in their districts worked well with all groups. One school board member, rating the item important, stated "special interest groups were active in the election because they opposed one candidate running for the office." In this district there was a departed superintendent who was retiring and not seeking reelection.

Teacher organization officials were also divided on the item. Fourteen teacher organization officials rated the item either not important or slightly important, 10 rated the item moderately important, and 17 rated the item either important or very important to the 1984 election outcomes.

Only one teacher organization official responded to the item beyond the rating scale. He rated the item as very important and stated "the superintendent has four Bs he is interested in--band, ball, buses, and beans--and he worked well with these special interest groups."

Study participants in one district were in total agreement in response to the "superintendent's relationship with special interest groups." Participants in that district rated the item as moderately important to the 1984 elections. The study participants' ratings of the "superintendents' relationship with special interest groups," by school district, are shown in Appendix O.

Reported in Table 19 are the responses of the 148 study participants, by category, for the item about "the superintendent's relationship with the community power structure."

Responses of returning superintendents to the item about "superintendent's relationship with the community power structure" showed they believed it to be significant in relation to the 1984 elections. Thirteen returning superintendents rated the item either

important or very important, three rated the item moderately important, and five rated the item either not important or slightly important.

Table 19

Superintendent's Relationship with the Community Power Structure

Responses	RS	DS	IS	SBM	TO
Not important	3	11	4	6	2
Slightly important	2	1	3	3	4
Moderately important	3	1	4	7	6
Important	2	0	5	16	10
Very important	11	6	8	11	19
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Two returning superintendents responded to the item beyond the rating scale. One, rating the item very important, stated "I had the support of the community power structure during the 1984 election." The other returning superintendent rated the item not important and stated "the district was pluralistic and no community power structure existed but if the community power structure had existed the relationship would be very important."

Departed superintendents did not see this as very critical to the 1984 election outcomes. Twelve departed superintendents rated the item either not important or slightly important, one departed superintendent rated the item moderately important, none rated the item important, and six rated the item very important.

Five departed superintendents responded to the item beyond the rating scale. Two, rating the item not important, had the support of the community power structure. One, rating the item not important, stated "the community power structure was in transition and not influential." One, rating the item slightly important, stated "the district was becoming more pluralistic but the community power structure was behind him in the election." The last departed superintendent rated the item very important and stated "the community power structure supported the challenger."

Responses to the item from incoming superintendents were more divided. Thirteen incoming superintendents rated the item as either important or very important to the 1984 elections. Four rated the item moderately important and seven rated the item either not important or slightly important.

Three incoming superintendents responded to the item beyond the rating scale. One incoming superintendent, rating the item very important, stated "there was a lack of a relationship between the community power structure and the departed superintendent." One

incoming superintendent, rating the item important, stated "the community power structure must perceive you to be a leader." The third incoming superintendent rated the item important and stated "the district was more pluralistic and the community power structure had lost some of its power and control. It supported the departed superintendent in the 1984 election."

School board members placed heavy emphasis on the superintendent-power structure relationship. Twenty-seven school board members rated the item either important or very important. Seven school board members rated the item moderately important. Nine school board members rated the item either not important or slightly important as a factor during the 1984 elections.

Three school board members responded to the item beyond the rating scale. One, from a district with a retiring superintendent and rating the item very important, stated "the community power structure supported the winner not the departed superintendent's hand-picked candidate." The second school board member, rating the item very important, stated "the departed superintendent got out of touch with the community power structure." The third school board member rated the item very important and stated "the departed superintendent did not have a good relationship with the community power structure."

Teacher organization officials placed a high degree of significance to the item. Twenty-nine teacher organization officials rated the item either important or very important. Six teacher organization officials

rated the item moderately important, and six rated the item either not important or very important.

Three teacher organization officials responded to the item beyond the rating scale. All three rated the item as very important to the 1984 election outcomes. One stated "the community power structure elected the incoming superintendent; he was seen as an arm of the retiring superintendent." One stated "the superintendent must deal with the community power structure and he/she must be a good politician." One stated "the returning superintendent is politically astute and has good relations with the community power structure."

In six districts there was total agreement among the study participants in response to superintendent's relationship with the community power structure. Participants in three districts rated the item very important. Participants in one district rated the item important, participants in one district rated the item moderately important, and participants in one district rated the item not important to the 1984 election outcomes.

The study participants' ratings relative to "superintendent's relationship with the community power structure," by school district, are shown in Appendix P.

Political Party Activity

The condition pertaining to political party activity was addressed by one interview item. Interview item number 14 related to "political party activity in the school district during the 1984 election."

Reported in Table 20 are the responses of 148 study participants, by groups. Ninety-one study participants rated the item not important.

Table 20

Political Party Activity in the School District As a Factor
During the 1984 Election

Responses	RS	DS	IS	SBM	TO
Not important	14	11	13	31	22
Slightly important	3	2	1	3	6
Moderately important	1	2	4	2	3
Important	2	0	3	2	5
Very important	1	4	3	5	5
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Responses of returning superintendents to "political party activity in the school district as a factor during the 1984 election" showed it to be lacking importance. Seventeen returning superintendents rated the item either not important or slightly important. One returning superintendent rated the item moderately important, and three rated the

item either important or very important. No returning superintendent responded to the item beyond the rating scale.

Thirteen departed superintendents rated the item either not important or slightly important. Two departed superintendents rated the item moderately important, none rated the item important, and four rated the item very important.

Five departed superintendents responded to the item beyond the rating scale. One rated the item moderately important, and four rated the item very important. The one departed superintendent, rating the item moderately important, stated "he did not like the politics of running for the office and this played a part in his decision not to run." Two departed superintendents, both Democrats, indicated that their challengers were Republicans and in these districts there were heavy turnouts of Republican voters. In these districts, a shift in political party power from the Democratic Party to the Republican Party was occurring. One departed superintendent stated "the office should be non-partisan." The last departed superintendent stated "the district was heavily Republican while I was a Democrat, there was no Democratic Party structure to help candidates, and there was a very strong Republican Party." He stated "a lot of money was spent by the challenger—a two-to-one margin over the incumbent."

Fourteen incoming superintendents rated the item either not important or slightly important. Four incoming superintendents rated

the item moderately important, and six rated the item either important or very important.

One incoming superintendent responded to the item beyond the rating scale. The one incoming superintendent rated the item very important. She stated, "the district was shifting to a Republican district; there was a heavy Republican turnout, and I am a Republican."

School board members did not rate the item to be of great importance as a factor in the 1984 elections. Thirty-four school board members rated the item either not important or slightly important. Two school board members rated the item moderately important, and seven rated the item either important or very important.

Five school board members responded to the item beyond the rating scale. Two respondents rated the item very important, and three rated the item not important. One school board member, rating the item very important, stated "the departed superintendent was a Democrat and the Democratic Party lacked organization while the Republican Party was well organized and worked hard for the incoming superintendent." The other school board member, rating the item very important, stated "the Republican Party had good organization, lots of money, and worked hard to elect the incoming superintendent who was Republican." One school board member, rating the item not important, stated "their district held non-partisan elections and returned the superintendent to

office." One school board member stated "the incumbent had no opponent," and the last stated "there was only one political party in the district."

Twenty-eight teacher organization officials rated the item either not important or slightly important. Three teacher organization officials rated the item moderately important, and 10 rated the item either important or very important.

Four teacher organization officials responded to the item beyond the rating scale. One, rating the item not important, stated "there was no capable opponent running against the returning superintendent." One, rating the item moderately important, stated "the district was a one-party district and there was activity within the party to defeat the incumbent." Another, rating the item important, stated "there was activity within the one party to defeat the incumbent." One, rating the item very important, stated "the incumbent was a Democrat and no Democrats were elected in the district, that Democratic Party office holders with years of service were defeated, and political party activity was a big factor in the 1984 election."

Respondents in 20 districts were in total agreement about the impact of "political party activity" on the 1984 election outcomes. Participants in 17 districts rated the item not important, those in one district rated the item slightly important, those in another district rated the item important, and finally those in one district rated the item very important.

Study participants' ratings of "political party activity," by school district, are included in Appendix Q.

Violation of Community Norms

The condition pertaining to violation of community norms was addressed by one interview item. Item number 15 related to whether "violation of community norms" was a factor in the 1984 election.

Responses to the "violation of community norms" item of 148 study participants, by participant category, are reported in Table 21. Ninety-nine study participants rated this as not important as a factor in the 1984 election outcomes.

Table 21

Violation of Community Norms As a Factor in the 1984 Election

Responses	RS	DS	IS	SBM	TO
Not important	19	16	13	29	22
Slightly important	0	1	1	0	3
Moderately important	0	0	2	1	4
Important	0	1	3	5	6
Very important	2	1	5	8	6
TOTAL	21	19	24	43	41

Note. RS = Returning Superintendent
 DS = Departed Superintendent
 IS = Incoming Superintendent
 SBM = School Board Member
 TO = Teacher Organization Official

Returning superintendents perceived the "violation of community norms" to be of little importance. Nineteen returning superintendents rated the item not important. Two returning superintendents rated the item very important, and no superintendent rated the item slightly important, moderately important, or important.

Four returning superintendents responded to the item beyond the rating scale. Two returning superintendents rated the item not important but stated "it would be very important if norms were violated." One returning superintendent, rating the item very important, stated "his opponent had violated community norms by having his teaching certificate revoked for child molestation." The fourth returning superintendent rated the item very important and stated "my opponent violated community norms by becoming involved with someone's wife." Both stated "these violations of community norms were important in the 1984 election."

Departed superintendents perceived the "violation of community norms" to lack importance in the 1984 election outcomes. Seventeen departed superintendents rated the item either not important or slightly important. Two departed superintendents rated the item either important or very important. No departed superintendent rated the item moderately important.

Two departed superintendents responded to the item beyond the rating scale. One departed superintendent, rating the item not

important, stated "it would be very important if it existed." The second departed superintendent, rating the item very important, stated "funds were missing from a vocational-technical center in the district. The departed superintendent believed he knew who took the money but did not have the proof necessary to prosecute the individual and let him resign. A board member said it was a cover up and people believed the board member. This was very important in the 1984 election."

Fourteen incoming superintendents rated the item either not important or slightly important. Two incoming superintendents rated the item moderately important, and eight rated the item either important or very important in relation to the 1984 election outcomes.

Four incoming superintendents responded to the item beyond the rating scale. All four rated the item very important. One incoming superintendent stated "the departed superintendent violated community norms" but did not elaborate. One incoming superintendent stated "the departed superintendent was more interested in himself than the district and people felt this was a violation of community norms." Another incoming superintendent stated "an opponent, not the retiring superintendent, had violated community norms." The fourth incoming superintendent stated, "the departed superintendent had been convicted of DUI and rumors in the district had the married departed superintendent dating another woman of the opposite race. Both of these were violations of community norms and factors in the 1984 election."

Twenty-nine school board members rated the item not important. Thirteen school board members rated the item either important or very important, one rated the item moderately important, and none rated the item slightly important.

Four school board members from different districts responded to the item beyond the rating scale. All four rated the item very important. One school board member stated "my district experienced a change of community norms when whites supported and elected a black candidate to replace the retiring superintendent." One school board member stated "the opponent of the returning superintendent had violated community norms by experiencing trouble with a lady other than his wife. This hurt his chances in the election." One school board member stated "the challenger violated community norms by being convicted of child molestation; this was the deciding factor in the election." The final school board member stated "the departed superintendent had personal problems that were a factor in the election."

Teacher organization officials perceived the "violation of community norms" to be of little importance as related to the 1984 elections. Twenty-five teacher organization officials rated the item either not important or slightly important. Four officials rated the item either important or very important. Six teacher organization officials responded to the item beyond the rating scale. Five were from districts

where there had been superintendent turnover. Two rated the item very important, two rated the item important, and one rated the item moderately important. The teacher organization official from the district with a returning superintendent rated the item very important.

The one official, with a returning superintendent, stated "the opponent violated community norms, he was charged with child molestation and surrendered his certificate." One official, from a district with turnover and rating the item moderately important, indicated a divorce hurt the superintendent. One official, rating the item important, stated "the community perception of the superintendent was less than an outstanding, ethical, and moral individual." Another official, rating the item important, stated "the superintendent was an outsider, he patronized bars, there was doubt about his sexual preference, and there was unrest at home with signs of abuse."

One official, rating the item very important, stated "the superintendent talked about employees in the community and this cost him the election." The other official, rating the item very important, stated "the superintendent violated norms of not being open with the public and of doing away with programs that the community sensed as norms."

Participants in 19 districts were in total agreement in response to the "violation of community norms" item. Participants in 2 districts rated the item very important, those in one district rated the item

important, and those in 16 districts rated the item not important to the 1984 election outcomes.

Study participants' ratings of "violation of community norms" was a factor in the 1984 election are included in Appendix R.

Presence of Racial Strife in the School District During the
Period 1980-84

The condition pertaining to presence of racial strife in the school district during the period 1980-84 was the focus of item 16. interview item. It consisted of the following question: was there racial strife in the school district during the period 1980-84?

One hundred forty-eight study participants responded to the item answering with either a "yes" or "no." One hundred forty-four study participants responded "no" and four responded "yes." No two of the four responding "yes" were from the same district. Two respondents were school board members, one was a returning superintendent, and one was a teacher organization official.

One school board member responded to the item beyond the yes or no. He stated "there was strife from the firing of a black principal and blacks bloc voted effecting the outcome of the election by helping to defeat the incumbent."

One teacher organization official stated "the firing of a black teacher polarized a segment of the black community against a hand-picked candidate of the retiring superintendent. The candidate backed by this segment lost the election."

Participants in 44 districts were in total agreement in response to the item relating to "racial strife in the school district during the period 1980-84."

Study participants' responses to the item, by school district, are included in Appendix S.

Changes in the Instructional Program of the District

The condition pertaining to "changes in the instructional program of the district" was addressed by interview item number 17. The question in item number 17 was "have there been major changes in the instructional program of the school district during the period 1980-84?"

One hundred forty-eight study participants responded to the item with either a "yes" or "no" response. One hundred forty-three study participants responded "yes" and five responded "no." No two of the five responding "no" were from the same district. Three responding "no" were incoming superintendents, one a returning superintendent, and one a school board member.

Nine returning superintendents responded to the item beyond the yes or no response. Returning superintendents said basically the same thing as illustrated by the statement of one "state mandated reforms helped them in the election; the public saw the change as an improvement in the system." Another stated "changes were important because it sent a message that there is quality and the public wants quality." One stated "the changes hurt, the public blamed the district not the legislature."

Six departed superintendents responded to the item beyond the yes or no response. Three indicated the changes were not accepted by the public especially the 7th period day. Another stated "the state was going too fast." Another stated "low test scores influenced a vote against the incumbent." Finally, one stated "not going to the 7th period day and losing money hurt me in the election."

Six incoming superintendents responded to the item beyond the yes or no response. Three indicated implementing the 7th period day without input from the public hurt. Two indicated the longer day hurt the incumbent. One stated "there was a lack of stress on academics."

Fourteen school board members responded to the item beyond the yes or no response. Seven with returning superintendents indicated changes helped the incumbent; the public image of the system was enhanced. Three with departed superintendents indicated mandates could have hurt the incumbent. Three with departed superintendents indicated the 7th period and increased graduation requirements hurt the incumbent. One stated "the changes helped elect a new superintendent because of his background in the instructional program."

Six teacher organization officials responded to the item beyond the yes or no. Two from districts with departed superintendents indicated the 7th period day alienated the public. One stated "the

superintendent was defeated because of frustration over mandates." One, with a returning superintendent, stated "it helped the district," and one, with a returning superintendent, stated "it helped him get reelected."

Participants from 43 districts were in total agreement in response to the item have there been "changes in the instructional program of the school district during the period 1980-84."

Study participant responses by school district, to the item are included in Appendix T.

Ranking of Interview Items

Interview items were ranked by using the responses of participants to the items, assigning a numerical value to each response, and totaling the points accumulated. Numerical values assigned participant responses were very important--5, important--4, moderately important--3, slightly important--2, and not important--1. The maximum number of points an item could receive was 740.

Staff respect for the superintendent had the highest number of points, 564; superintendent/board communications had 551 points; and superintendent's work with the community had 550 points. Three other items had from 400 to 500 points, four items had from 300 to 400 points, and two items had less than 300 points. Endorsement of the teacher organization had the lowest point

lowest point total, 252. The ranking of 15 interview items by study participants is included in Table 22.

Staff Respect for the Superintendent as a Leader

This item was number one in the rankings of 15 interview items. Departed superintendents rated the item as less important than other participant groups. Of the departed superintendents, 68% rated the item either not important or slightly important. Other participant groups rated the item as important to the 1984 election outcomes. Rating the item either important or very important were 100% of the returning superintendents, 80% of the incoming superintendents, 79% of the school board members, and 63% of the teacher organization officials.

Superintendent Communication with School Board

This item was second in the rankings of 15 interview items. Rating the item either important or very important were 90% of the returning superintendents, 74% of the school board members, and 58% of the incoming superintendents. Also, 47% of the departed superintendents and 41% of the teacher organization officials rated the item either important or very important. Of the departed superintendents, 52% rated the item either not important or slightly important. Of the teacher organization officials, 41% rated the item moderately important.

Table 22

Ranking of 15 Interview Items

Item	Participant Responses					Total Points
	VI	I	MI	SI	NI	
Staff respect for superintendent	56	48	21	6	17	564
Superintendent/board communications	66	25	25	14	18	551
Superintendent's work with community	51	43	30	9	15	550
Superintendent's relations with teacher organization	37	53	27	16	15	525
Superintendent's relations with power structure	55	33	21	13	26	522
Team approach to management	47	38	22	16	25	510
Public information program	37	45	21	22	23	495
Superintendent's work with advisory committees and school related organizations	31	38	42	16	21	486
Superintendent's relationship with special interest groups	22	33	28	27	38	418
Roles not clearly defined	30	28	12	18	60	394
Superintendent/board conflict	29	24	28	20	57	392
Teacher organization/school system conflict	16	20	31	11	70	345
Violation of community norms	22	15	7	5	99	300
Political party activity	18	12	12	15	91	295
Endorsement of teacher organization	12	10	11	4	111	252

Note. Numerical value assigned to participant responses:

VI (Very Important) = 5
 I (Important) = 4
 MI (Moderately Important) = 3
 SI (Slightly Important) = 2
 NI (Not Important) = 1

Superintendent's Work with Community Groups and Organizations

This item was third in the rankings of the 15 interview items. All participant groups excepted departed superintendents placed importance on the item in the 1984 election. Of the departed superintendents, 52% rated the item either not important or slightly important while 31% rated it either important or very important. Of the returning superintendents, 95% rated the item either important or very important, while 70% of the incoming superintendents, 62% of the school board members, and 58% of the teacher organization officials rated it important or very important. No returning superintendent rated this item not important or slightly important.

Superintendent's Working Relationship with the Teacher Organization

This item was ranked fourth among the 15 interview items. Departed superintendents perceived the item to be less important than other participant groups. Of the departed superintendents, 42% rated the item either not important or slightly important. Rating the item either important or very important to the 1984 elections were 76% of the returning superintendents, 66% of the incoming superintendents, 60% of school board members, and 60% of teacher organization officials.

Superintendent's Relationship with the Community Power Structure

This item was number five in the rankings of 15 interview items. Departed superintendents perceived the item to be less

important than other participant groups. Of the departed superintendents, 63% rated the item either not important or slightly important. Rating the item either important or very important to the 1984 election outcomes were 54% of the incoming superintendents, 62% of the school board members, and 70% of the teacher organization officials.

Team Approach to Management

This item was sixth in the rankings of 15 interview items. Departed superintendents perceived the item to be less important than other groups with 68% of the departed superintendents rating the item either not important or slightly important. Rating the item either important or very important to the 1984 elections were 76% of the returning superintendents, 66% of the incoming superintendents, 62% of the school board members, and 53% of the teacher organization officials.

Formal Program for Keeping the Public Informed About the School System

This item ranked seventh among 15 interview items. Departed superintendents placed less importance on the item than other participant groups with 63% rating the item either not important or slightly important. Rating the item either important or very important were 85% of the returning superintendents, 62% of the incoming superintendents, and 58% of the school board members.

Superintendent's Work with School Advisory Committees and School Related Organizations

This item was eighth in the rankings of 15 interview items. Departed superintendents placed little importance on the item with 26% rating the item either not important or slightly important. Other participant groups perceived the item to be moderately important through very important with 83% of the school board members, 79% of incoming superintendents, 90% of returning superintendents, and 78% of teacher organization officials rating the item either moderately important, important, or very important in the 1984 election.

Superintendent's Relationship with Special Interest Groups

This item ranked number nine among 15 interview items. Distribution of ratings was divided with a slightly higher percentage of study participants rating the item either not important or slightly important in the 1984 election. Departed superintendents placed less importance on the item than other participant groups.

The Roles of the Superintendent and School Board Members Were Not Clearly Defined Causing Intrusion Into the Other Person's Area of Responsibility

This item ranked number 10 among 15 interview items. Of the departed superintendents, 63% rated the item either important or very important. Returning and incoming superintendents were divided on the issue of importance versus non-importance. School board members and teacher organization officials placed less importance on the item.

Conflict That Existed Between the Superintendent and the School Board

The 11th ranked item of 15 interview items showed 58% of incoming superintendents rated the item either important or very important. Other participant groups placed less importance on the item as a factor in the 1984 elections.

Conflict Between the Teacher Organization and the School System

This item ranked number 12 among 15 interview items. Rating the item either not important or slightly important were 76% of returning superintendents, 42% of departed superintendents, 37% of incoming superintendents, and 51% of school board members. Of the teacher organization officials, 53% rated the item either not important or slightly important, 19% rated it moderately important, and 27% rated it either important or very important to the 1984 election.

Violation of Community Norms

This item ranked number 13 among 15 interview items. All participant groups perceived the item to have little importance to the 1984 election outcomes. Rating the item either not important or slightly important were 90% of returning superintendents, 89% of departed superintendents, 58% of incoming superintendents, 67% of school board members, and 60% of teacher organization officials.

Political Party Activity

This item was number 14 in the rankings of 15 interview items. All participant groups perceived the item to be of little importance

in regard to the 1984 elections. Rating the item either not important or slightly important were 80% of the returning superintendents, 68% of the departed superintendents, 58% of the incoming superintendents, 79% of the school board members, and 68% of the teacher organization officials.

The Teacher Organization Leaders Failed to Endorse or Support the Superintendent in His/Her Election

This item was number 15 in the rankings of 15 interview items. No participant group perceived the item to be important to the 1984 election outcomes. Rating the item either not important or slightly important were 90% of the returning superintendents, 73% of the departed superintendents, 79% of the incoming superintendents, 69% of the school board members, and 80% of the teacher organization officials. Of the 148 study participants, 111 rated the item not important to the 1984 elections.

Chapter Summary

During the period 1980-84, membership in the 48 participating districts increased 5,103 students. Of the 48 participating districts, there was growth in 27. In districts with student growth as well as in districts declining in student population, there was both turnover and retention of superintendents. Turnover was voluntary and involuntary. Study participants failed to indicate that either growth or decline in student membership was a factor in the 1984 elections.

There were increases in operating budget expenditures in all the participating districts during the period 1980-84. In four districts, there were increases in operating tax millage, and in 44 there were decreases. In three of the four districts experiencing an increase in operating tax millage turnover was voluntary. Study participants failed to indicate that either budget increase or operating tax millage increase/decrease was a factor in the 1984 elections.

Four of the 148 study participants indicated there was racial strife in their district during the period 1980-84. No two of the four study participants were from the same district.

Of the 148 study participants, 143 indicated major changes in the instructional program had taken place in their district during the period 1980-84. Most of the changes were a result of state mandated legislation. Fourteen study participants indicated that the changes helped the superintendent and 26 study participants indicated the changes hurt the superintendent in the 1984 elections.

The remaining 15 items used in the interview instrument were rated by study participants as having influenced to some extent the 1984 election outcomes. The extent to which study participants rated each item as influencing the elections is reported in Table 22.

A review of interview items by study participant groups indicated that departed superintendents placed less importance on the eight top ranked items than other participant groups. For the remaining seven items responses were more evenly distributed among all study participant groups.

CHAPTER IV FINDINGS, SUMMARY, AND RECOMMENDATIONS

The purpose of this study was to identify perceptions which were felt to lead to the defeat of elected superintendents, a decision by an elected superintendents not to seek reelection to office, or the reelection of the superintendent. Perceptions were obtained from returning superintendents, departed superintendents, incoming superintendents, school board members, and teacher organization officials in terms of 11 designated conditions thought to have an impact on the 1984 elections in Florida. An interview instrument consisting of 19 items was used to address the following 11 designated conditions:

1. relationship between the superintendent and the school board,
2. relationship between the superintendent and the public,
3. relationship between the superintendent and the staff,
4. student growth during the period 1980-84,
5. budget increase during the period 1980-84,
6. teacher organization activity or militancy,

7. presence of racial strife in the school district during the period 1980-84,
8. special interest group activity,
9. political party activity,
10. changes in the instructional program of the district, and
11. violation of community norms.

The study was a case study of a single event involving interview and survey techniques. Conditions that related to superintendent turnover and retention were addressed. Data gathered were perceptual and were collected during an 8-month period following the 1984 elections.

Study participants were selected from 48 of the 49 school districts in the State of Florida in which the voters elected the superintendent of schools. The following groups of participants were included: (a) returning superintendents, (b) departed superintendents, (c) incoming superintendents, (d) a school board member at the time of the 1984 election, and (e) a teacher organization official at the time of the 1984 election.

Data were collected for 17 of the 19 items by interviewing each of the study participants. Data for the remaining two items were collected from reports of the Florida Department of Education (1981, 1984).

Fifteen items used in the interview instrument were assigned a numerical value for the purpose of ranking the items. Not included in the ranking were the presence of racial strife in the school district during the period 1980-84, and changes in the instructional program of the district.

Findings

The following findings resulted from determining the perceptions of study participants concerning turnover and reelection of elected superintendents in 48 Florida school districts in the 1984 elections. Findings are based on the analysis of data gathered relative to 11 designated conditions by use of appropriate records and an interview instrument consisting of 17 items.

Relationship Between the Superintendent and the School Board

This condition was addressed by three interview items. Item number one, "superintendent communication with the school board;" item number two, "conflict existed between the superintendent and the school board;" and item number three, "the roles of the superintendent and school board members were not clearly defined causing intrusion into the other person's area of responsibility."

Each of the three items that were related to the condition "relationship between the superintendent and the school board" was seen as important in selected districts. The item that had the greatest perceived effect overall was "superintendent communication with school board."

Superintendent communication with the school board

Perceptions by study participants indicated that superintendent communication with the school board played a vital role in reelection of returning superintendents and defeat of departed superintendents. Six returning superintendents indicated that it would have been an election issue if it had been missing. No departed superintendent with voluntary turnover stated that it was a reason for not running for reelection.

Conflict that existed between the superintendent and the school board

This item was perceived as a moderately important issue in the 1984 elections. Study participants ranked the item number 11 among 15 interview items. While viewing this conflict only as moderately important to the 1984 election outcomes, some study participants stated that it was important not to have conflict and that conflict could be important if it existed.

The roles of the superintendent and school board members were not clearly defined causing intrusion into the other person's area of responsibility

This item was perceived as a moderately important issue to the 1984 elections. Study participants ranked the item number 10 among 15 interview items. Returning, departed, and incoming superintendents responded that school board members had crossed from policy making into administration in their school districts. Study participants said the issue could be a problem if roles were not clearly defined and could be important in an election.

Relationship Between the Superintendent and the Public

This condition was addressed by three interview items. Item number four, "superintendent's work with community groups and organizations;" item number five, "formal program for keeping the public informed about the school system;" and item number six, "superintendent's work with school advisory committees and school-related organizations."

Superintendent's work with community groups and organizations

This item was perceived as being a very important factor in the 1984 elections. Study participants ranked the item third in the rankings of 15 interview items. Responses from all participant groups indicated they perceived the item to be very important to the election outcomes.

Formal program for keeping the public informed about the school system

Study participants ranked the item seventh among 15 interview items. While such a program was not vital, study participant responses indicated that it was important to keep the public informed and that those superintendents with such a program had better success in the election.

Superintendent's work with school advisory committees and school-related organizations

School advisory committees did not seem to be as important in the election as other school-related organizations, i.e., PTA and boosters.

Relationship Between the Superintendent and Staff

This condition was addressed by two interview items. Item number seven, "team approach to management," and item number eight, "staff respect for the superintendent as a leader."

The condition, "relationship between the superintendent and staff," was a very important factor in the 1984 election outcomes. The item "staff respect for the superintendent as a leader" was the most important item of the 15 ranked items in the interview instrument.

Team approach to management

Perceptions by study participants indicated that some superintendents did not utilize a team approach and were not

reelected. Departed superintendents did not perceive the item to be as important as other participant groups. Study participants ranked this item sixth in the rankings of 15 interview items.

Staff respect for the superintendent as a leader

Study participants ranked this item number 1 in the rankings of 15 interview items. A majority of participants in all participant groups except departed superintendents rated the item either important or very important. Some departed superintendents indicated that it would be important if it had been lacking.

Student Growth During the Period 1980-84

In 27 of the 48 participating districts there was growth in pupil membership during the period 1980-84. In school districts with growth during the period there was both reelection of the superintendent and defeat of the superintendent. This was true also of school districts where there were declining memberships. Student growth was not a factor in the 1984 election outcomes.

Budget Increase During the Period 1980-84

Operating budget increase was not a factor in the 1984 election. In all school districts there were increases in their operating budgets during the 1980-84 period. In 4 of the 48 districts, there were increases in operating tax millage. In 3 of these districts, there were voluntary turnover and in 1 district there was involuntary turnover of the superintendent.

Teacher Organization Activity or Militancy

This condition was addressed by three interview items. Item number 9, "superintendent's working relationship with the teacher organization;" item number 10, "conflict between the teacher organization and the school system;" and item number 11, "the teacher organization failed to endorse or support the superintendent in his/her election."

Superintendent's working relationship with the teacher organization

This relationship was perceived as very important to the 1984 election outcomes. Study participants ranked the item fourth among 15 interview items. All study participant groups viewed the item as being important.

Conflict between the teacher organization and the school system

This conflict was perceived as not important as a factor in the 1984 elections. Study participants ranked the item twelfth among 15 interview items.

The teacher organization failed to endorse or support the superintendent in his/her election

This endorsement or support was not important in the 1984 election outcomes. All study participant groups perceived it to be not important. Responses from some study participants indicated that returning superintendents asked the teacher organizations not to

endorse their reelection bids. This item was ranked last of 15 items rated by the study participants.

Presence of Racial Strife in the School District During the Period 1980-84

This condition was addressed by the item, "was there racial strife in the school district during the period 1980-84?" Of the 148 study participants, 144 indicated that there was no racial strife in the school districts during the period 1980-84. No two of the four study participants responding "yes" were from the same district. Racial strife was not a factor in the 1984 election outcomes.

Special Interest Group Activity

This condition was addressed by two interview items. Item number 12 was focused on the superintendent's relationship with special interest groups, and item number 13 on the superintendent's relationship with the community power structure.

Superintendent's relationship with special interest groups

This item was moderately important to the 1984 election outcomes. Study participants ranked the item ninth among 15 interview items.

Superintendent's relationship with the community power structure

This item was very important in the 1984 election. Study participants ranked the item fifth among 15 interview items. A majority of all study participants, except departed superintendents,

perceived the relationship to be either important or very important to the 1984 election outcomes.

Political Party Activity

This condition was addressed by interview item number 14. Statewide the item was not important as a factor in the 1984 election outcomes.

Study participants ranked the item number 14 of 15 interview items. Study participants from districts R, S, and EE indicated this was a major factor in their districts.

Violation of Community Norms

This condition was addressed by interview item number 15. The condition was not important in the 1984 election outcomes.

Study participants ranked the item thirteenth of 15 interview items. Study participants from districts D and TT indicated the item was an important factor in the 1984 elections in their districts.

Summary

Eleven designated conditions that were seen as relating to elected superintendent turnover and retention were used in this study. There were 19 items, of which 17 were included in an interview instrument used to collect the perceptions of study participants that were related to the 11 conditions. Items were rated by 148 study participants representing 48 of 49 Florida school districts in which the voters elected school superintendents.

From a statewide perspective of the 1984 elections, six of the conditions were not important. Four of the six conditions were of no importance in all districts. Two of the conditions were perceived as important in selected districts but not important in the majority of the districts. Conditions that were not important to the 1984 election outcomes were:

1. student growth during the period 1980-84,
2. budget increase during the period 1980-84,
3. presence of racial strife in the school district
during the period 1980-84, and
4. changes in the instructional program of the district.

The condition "political party activity" was important in three districts but not important statewide. The condition "violation of community norms" was important in two districts but not important statewide.

The remaining five conditions were seen as important factors in the 1984 elections. These five conditions were:

1. relationship between the superintendent and the
school board,
2. relationship between the superintendent and the
public,
3. relationship between the superintendent and the
staff,

4. teacher organization activity and militancy, and
5. special interest group activity.

Each of these conditions was addressed by more than one item on the interview instrument. In only two of the five conditions were all interview items rated as either important or very important. These two conditions were "relationship between the superintendent and the public" and "relationship between the superintendent and the staff."

Eight of the 19 items related to the 11 conditions were rated as important. The eight items that were rated as important to the 1984 election outcomes were:

1. superintendent communication with the school board,
2. superintendent's work with community groups and organizations,
3. formal program for keeping the public informed about the school system,
4. superintendent's work with school advisory committees and school related organizations, i.e., PTA, boosters, etc.
5. team approach to management,
6. staff respect for the superintendent as a leader,
7. superintendent's working relationship with the teacher organization, and

8. superintendent's relationship with the community power structure.

The remaining 11 items were rated as not important to the 1984 election outcomes. The item "political party activity" was important in three districts. The item "violation of community norms" was important in two districts and indications were that it would be important if community norms were violated.

In brief, 5 of the 11 designated conditions included in this study were identified as important factors to the 1984 election outcomes. Eight of the 17 items used in the interview instrument were identified as important to the 1984 election outcomes. The 8 items were included in the 5 important conditions.

As has been noted, the five conditions and eight interview items identified as important in the 1984 election outcomes were concerned with the superintendent's ability to communicate and relate to individuals or groups. Departed superintendents, as a group, failed to identify any of the eight individual items perceived by other study participants as important in the 1984 election outcomes. In no instance did a majority of departed superintendents rate any of the items either important or very important. A majority of returning superintendents, incoming superintendents, and school board members

rated all items as either important or very important. Teacher organization officials rated five of the eight items either important or very important.

Conditions relating to non-education issues were not important in the 1984 election. Changes in the instructional program of the district was not considered an important item, and budget increases were only important in three districts where there were increases in millage.

It was the conclusion of the researcher that departed superintendents had "lost touch" with areas that were perceived as important to the politics of the school district. The result of "losing touch" was turnover of the elected superintendent.

Recommendations

The results of this study lead to the conviction that elected superintendents are impacted politically by internal and external groups and organizations. It is important for the elected superintendent to be aware of these forces and to assess the knowledge and skills to deal with these forces in the political arena. It is recommended that leaders in institutions of higher learning, professional organizations, and the Florida Department of Education address these issues and provide training in competencies necessary to address these forces impacting the elected superintendent.

The researcher recommends that elected superintendents and those persons interested in becoming elected superintendents work to develop an awareness of the community needs and to become more sensitive to those needs. This need is as important as knowledge and skills needed to deal with political forces.

A follow-up study using different elections and utilizing the conditions viewed as important would be beneficial to elected superintendents and those persons interested in becoming elected superintendents. The study might be limited to selected districts rather than all districts electing superintendents.

Considering the large turnover of elected superintendents every four years and the resulting loss of continuity of leadership from the turnover it is recommended that state policy makers study the issue of elected/appointed school superintendents. The researcher recognized that moving to appointed superintendents would not remove education from the political arena. However, it would remove the superintendency from partisan politics and the need to be involved in never-ending political campaigns for the office.

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APPENDIX A
SUPERINTENDENT TURNOVER 1972-83

District	No Turnover	1 Case of Turnover	2 Cases of Turnover	3 Cases of Turnover
A			X	
B			X	
C		X		
D			X	
E				X
F		X		
G				X
H			X	
I				X
J			X	
K			X	
L			X	
M			X	
N	X			
O	X			
P	X			
Q			X	
R	X			
S				X
T				X
U			X	
V	X			
W	X			
X				X
Y	X			
Z		X		
AA	X			
BB			X	
CC		X		
DD				X
EE				X
FF			X	
GG	X			
HH			X	
II	X			
JJ				X
KK			X	
LL		X		
MM				X
NN		X		
OO			X	
PP			X	
QQ		X		
RR		X		
SS			X	
TT				X
UU			X	
VV			X	
TOTAL	10	8	19	11

APPENDIX B
VOLUNTARY AND INVOLUNTARY TURNOVER 1972-1983

District	Cases of Voluntary Turnover	Cases of Involuntary Turnover	No Turnover	Total
A		2		2
B	1	1		2
C	1			1
D		2		2
E	2	1		3
F	1			1
G		3		3
H		2		2
I	2	1		3
J	1	1		2
K		2		2
L	1	1		2
M		2		2
N			X	
O			X	
P			X	
Q		2		2
R			X	
S	2	1		3
T	2	1		3
U		2		2
V			X	
W			X	
X	1	2		3
Y			X	
Z	1			1
AA			X	
BB	1	1		2
CC	1			1
DD		3		3
EE	2	1		3
FF		2		2
GG			X	
HH		2		
II			X	
JJ	1	2		3
KK		2		2
LL	1			1
MM		3		3
NN		1		1
OO	2			2
PP		2		2
QQ	1			1
RR		1		1
SS	1	1		2
TT	1	2		3
UU		2		2
VV		2		2
TOTAL	26	53	10	79

APPENDIX C
INTERVIEW INSTRUMENT

Various conditions contribute to the turnover or retention of elected school superintendents. What is your perception of the importance of the following items in relation to turnover or retention of the superintendent in your school district in the 1984 election?

1. Superintendent communication with school board.

- a. Not important _____
- b. Slightly important _____
- c. Moderately important _____
- d. Important _____
- e. Very important _____

2. Conflict that existed between the superintendent and the school board.

- a. Not important _____
- b. Slightly important _____
- c. Moderately important _____
- d. Important _____
- e. Very important _____

3. The roles of superintendent and school board members were not clearly defined causing intrusion into the other person's area of responsibility.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____
4. Superintendent's work with community groups and organizations.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____
5. Formal program for keeping the public informed about the school system.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____

6. Superintendent's work with school advisory committees and school related organizations, i.e., PTA, boosters, etc.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____
7. A team approach to management,
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____
8. Staff respect for the superintendent as a leader.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____
9. Superintendent's working relationship with the teacher organization.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____

10. Conflict between the teacher organization and the school system.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____
11. The teacher organization leaders failed to endorse or support the superintendent in his/her election.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____
12. Superintendent's relationship with special interest groups.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____
13. Superintendent's relationship with the community power structure.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____

14. Political party activity in the school district as a factor during the 1984 election.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____
15. Violation of community norms as a factor in the 1984 election.
- a. Not important _____
 - b. Slightly important _____
 - c. Moderately important _____
 - d. Important _____
 - e. Very important _____
16. Was there racial strife in the school district during the period 1980-84?
- a. Yes _____
 - b. No _____
17. Have there been major changes in the instructional program of the school district during the period 1980-84?
- a. Yes _____
 - b. No _____

APPENDIX D
STUDY PARTICIPANTS' RATING OF "SUPERINTENDENT COMMUNICATION
WITH SCHOOL BOARD," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A			TO		R
B	SB		I, TO	SB	
C		D	TO	R	SB
D		SB			TO
E					R, SB, TO
F	D	SB	TO		I
G	SB				D, I, TO
H	D, SB		I, TO		
I					I, SB, TO
J				D	I, SB
K				TO	I, SB
L					SB, TO
M			TO	R, SB	
N			TO		R, SB
O				TO	I
P	D, I, TO				
Q	SB				R
R	D, TO		I		SB
S	D	I			SB
T					R, SB, TO
U		D, TO		I	SB
V				D, SB	I, TO
W					R, SB
X				I	D, SB, TO
Y	TO	R			SB
Z	I		TO	D	SB
AA		D	TO		SB
BB				SB, TO	R
CC					R, SB, TO
DD					R, SB
EE			SB, TO		D, I
FF			SR		R, TO
GG					D, TO
HH			TO	R, SB	
II			TO		R, SB
JJ		D		SB	I
KK					D, I, SB
LL	TO				R, SB
MM			TO		R, SB
NN				TO	I, SB
OO			I, SB	D	TO
PP	TO		R		SB
QQ	D		TO	I, SB	
RR		I, SB, TO			
SS			TO		R, SB
TT	I				TO
UU		I	TO		
VV			TO		R, SB

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX E
STUDY PARTICIPANTS' RATING OF "CONFLICT THAT EXISTED BETWEEN
THE SUPERINTENDENT AND THE SCHOOL BOARD," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A	SB			R	TO
B	D		TO	I, SB	
C	SB	R, TO			
D	R, SB	TO			
E	SB, TO				R
F	D	I	SB, TO	I, TO	
G	SB		D	I	
H	D, SB, TO			SB	I, TO
I					D, I, SB
J					I, SB
K			TO		TO
L				SB	
M	R, SB, TO				
N	R, SB	TO			
O			TO		I
P	I		D, TO		
Q	R, SB				
R	D, I, TO			SB	
S	D, I		SB		
T	R, SB, TO				
U	SB	I, TO		D	
V		SB, TO			D, I
W	SB			R	
X				I	D, SB, TO
Y	TO	R		SB	
Z	I			D, SB	TO
AA	SB	D	TO		
BB	TO		SB	R	
CC	T, SB, TO				
DD	R, SB				
EE		TO		SB	D, I
FF	R			SB	TO
GG			D	TO	
HH	R	SB, TO			
II	R, SB, TO				
JJ	D		I	SB	
KK					D, I, SB
LL	R, SB, TO				
MM	SB	R		TO	
NN				TO	I, SB
OO			SB		D, I, TO
PP	R, TO		SB		
QQ	D	I, TO	SB		
RR		SB, TO		I	
SS			TO	SB	R
TT	I		TO		
UU	I	TO			
VV	R, SB, TO				

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX F
STUDY PARTICIPANTS' RATING OF "ROLES OF SUPERINTENDENT AND
SCHOOL BOARD MEMBERS WERE NOT CLEARLY DEFINED CAUSING
INTRUSION INTO THE OTHER PERSON'S AREA OF RESPONSIBILITY"

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A	R		SB		TO
B	I	TO		D,SB	
C	R	TO		SB	
D		SB		R,TO	
E	SB			TO	R
F	D,TO		SB	I	
G	SB,TO	I		D	
H	D,SB,TO	I			
I	SB		I		TO
J	SB			D	I
K	SB	TO			I
L			SB,TO		
M	SB,TO			R	
N	R,SB,TO				
O		TO			I
P	I				D,TO
Q	R				SB
R	D,I,TO	SB			
S	D,I				SB
T	SB,TO				R
U	TO	I		D	SB
V		TO	SB	D	I
W	SB			R	
X		SB	TO	I	D
Y	R,TO				SB
Z	I,SB			D,TO	
AA		D	SB	TO	
BB	TO	SB			R
CC	R,SB,TO				
DD	R,SB				
EE			TO	I,SB	D
FF					R,SB,TO
GG				TO	D
HH	R,SB,TO				
II	R,SB,TO				
JJ	D,SB			I	
KK		I			D,SB
LL	SB			TO	R
MM	SB,TO			R	
NN	SB			TO	I
OO			SB	D	I,TO
PP	R	TO			SB
QQ		D,TO		I	SB
RR	TO	I	SB		
SS				SB,TO	R
TT	TO		I		
UU	I,TO				
VV	R,SB,TO				

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX G
STUDY PARTICIPANTS' RATING OF "SUPERINTENDENT'S WORK WITH
COMMUNITY GROUPS AND ORGANIZATIONS"

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A					R,SB,TO
B			SB	D,TO	I
C				R,SB,TO	
D			SB	R,TO	
E				R,TO	SB
F	D			I	SB,TO
G			TO	D	I,SB
H	D		SB		I,TO
I			SB,TO		I
J		I,SB		D	
K	SB			TO	I
L					SB,TO
M			TO	R,SB	
N			TO		R,SB
O				TO	I
P	TO		D, I		
Q		SB		R	
R		D,TO			I,SB
S	D		I		SB
T			SR	TO	R
U				D,SB,TO	I
V				TO	D, I, SB
W				R	SB
X	D	SB	TO		I
Y			TO	R,SB	
Z	D, I		TO	SB	
AA	D	TO		SB	
BB			R		SB,TO
CC				R,SB	TO
DD				R	SB
EE	SB		D, I, TO		
FF				R	SB,TO
GG					D,TO
HH				R,SB,TO	
II				TO	R,SB
JJ	D		I,SB		
KK	D,SB				I
LL				R	SB,TO
MM	TO			SB	R
NN			TO	SB	I
OO		SB	D		I,TO
PP			SB,TO		R
QQ	D			SB,TO	I
RR			SB,TO	I	
SS					R,SB,TO
TT		I	TO		
UU				TO	I
VV			SB,TO	R	

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX H
STUDY PARTICIPANTS' RATING OF "FORMAL PROGRAM FOR KEEPING
THE PUBLIC INFORMED," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A		SB		TO	R
B	D		TO	I	SB
C	SB	TO		R	
D	SB,TO		R		
E			TO	R,SB	
F	D	TO	SB		I
G				I,SB,TO	D
H	D	SB		I	TO
I		I			SB,TO
J	D	SB	I		
K	SB			TO	I
L			SB		TO
M	TO	SB		R	
N		TO		SB	R
O				I,TO	
P		I,TO	D		
Q	SB			R	
R		D	TO	I,SB	
S			I	D	SB
T		TO			R,SB
U	TO	D		I,SB	
V		TO		D,SB	I
W			R		SB
X	D	TO	SB		I
Y		TO		R	SB
Z	D,I,SB			TO	
AA	D,TO			SB	
BB			TO	R,SB	
CC			R	SB,TO	
DD					R,SB
EE	SB		I,TO	D	
FF				R	SB,TO
GG					D,TO
HH			TO	R	SB
II				SB	R,TO
JJ	D,I,SB				
KK	D	SB			I
LL				R,SB,TO	
MM				SB,TO	R
NN			SB		I
OO	SB	TO		I	TO
PP		D	TO		R,SB
QQ		TO	D	I,SB	
RR		I	SB		TO
SS				R	SB,TO
TT		I	TO		
UU				I,TO	
VV				SB	R,TO

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX I
STUDY PARTICIPANTS' RATING OF "SUPERINTENDENT'S WORK WITH
SCHOOL ADVISORY COMMITTEES AND SCHOOL RELATED ORGANIZATIONS,
I.E., PTA, BOOSTERS, ETC."

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A				R,SB,TO	
B	D			SB,TO	I
C			TO	R	SB
D			SB	R,TO	
E			TO	SB	R
F	D,TO		I	SB	
G		TO		I,SB	D
H			I,SB		TO
I		I			SB,TO
J		I	D,SB		
K			SB,TO		I
L			SB		TO
M				R,SB,TO	
N		TO	R,SB		
O			TO		I
P	TO	D	I		
Q		SB		R	
R		D		SB,TO	I
S	D				I,SB
T			TO	SB	R
U	I	D		TO	SB
V			D	SB,TO	I
W			R		SB
X	D	SB,TO			I
Y	TO		R		SB
Z	D,I		SB,TO		
AA	D,SB		TO		
BB				R	SB,TO
CC			R		SB,TO
DD			R	SB	
EE	SB		D,TO	I	
FF		SB	R		TO
GG			TO		D
HH	R,TO				SB
II			TO	SB	R
JJ	D,I		SB		
KK	D,SB				I
LL			TO	R	SB
MM	TO	R	SB		
NN		SB,TO	I		
OO		D	TO	I,SB	
PP			R,SB	TO	
QQ		D	I,TO		SB
RR				I,SB,TO	
SS			R	SB,TO	
TT			I	TO	
UU				I	TO
VV			SB,TO	R	

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX J
STUDY PARTICIPANTS' RATING OF "TEAM APPROACH TO MANAGEMENT,"
BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A		R		TO	SB
B	D	I	SB	TO	
C			R, TO	SB	
D	R	TO	SB		
E		TO			R, SB
F	D, TO	SB			I
G	I			SB	D, TO
H	D, SB			I	TO
I			D	I	I, SB, TO
J				SB	SB
K					I, TO
L			SB		SB, TO
M	TO				R
N				R, SB, TO	
O					I, TO
P		I		D	TO
Q			SB	R	
R	D			I	SB, TO
S	D			I	SB
T				TO	R, SB
U		D, TO			I, SB
V			SB	D, TO	I
W			R		SB
X	D, SB	TO			I
Y	TO			SB, TO	R, SB
Z	D, I				
AA	D, SB		TO		
BB			TO	SB	R
CC			TO	SB	R
DD	SB			R	
EE	SB	TO	I	D	
FF			SB, TO		R
GG			D	TO	
HH	R, TO				SB
II			TO		R, SB
JJ	D, I			SB	
KK		D			I, SB
LL	TO				R, SB
MM				R, TO	SB
NN		SB		TO	I
OO		D, SB		I, TO	
PP	TO				R, SB
QQ		D	I	SB, TO	
RR			SB	I	TO
SS			SB	R, TO	
TT			TO	I	
UU			I	TO	
VV		TO		R	SB

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX K
STUDY PARTICIPANTS' RATING OF "STAFF RESPECT FOR THE
SUPERINTENDENT AS A LEADER," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A			SB, TO		R
B	D		I, TO		SB
C			TO	R, SB	
D				R, SB, TO	
E			TO		R, SB
F	D	TO			I, SB
G			TO	SB	D, I
H	D, SB		I	TO	
I			I	TO	SB
J		D		I	SB
K				I, TO	SB
L					SB, TO
M				SB, TO	R
N					R, SB, TO
O					I, TO
P	D		I		TO
Q			SB	R	
R	D	TO		SB	I
S				D, I	SB
T			TO	R, SB	
U				SB, TO	D, I
V			TO		D, I, SB
W					R, SB
X	D		SB	TO	I
Y		TO		R	SB
Z	D, I		TO	SB	
AA	D, SB	TO			
BB				R, SB, TO	
CC					R, SB, TO
DD			SB	R	
EE	SB	I		TO	D
FF					R, SB, TO
GG					D, TO
HH				R, SB, TO	
II			TO		R, SB
JJ	D		SB		I
KK	D		SB	I	
LL				SB, TO	R
MM				SB, TO	R
NN			TO	SB	I
OO	D			SB	I, TO
PP				TO	R, SB
QQ	D			I, SB	TO
RR				I, SB, TO	
SS				SB	R, TO
TT				TO	I
UU			I		TO
VV	TO			R	SB

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX L
STUDY PARTICIPANTS RATING OF "SUPERINTENDENT'S WORKING
RELATIONSHIP WITH THE TEACHER ORGANIZATION," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A			R,TO	SB	
B	D		SB	I,TO	
C				R,TO	SB
D		SB	TO	R	
E				R,SB,TO	
F	TO	D		I	SB
G			I,SB,TO	D	
H		I		SB	TO
I				SB	I,TO
J			SB	I	D
K			TO		I,SB
L				SB	TO
M			SB,TO	R	
N	SB			TO	R
O			TO	I	
P			D	I	TO
Q		SB		R	
R				D,SB	I,TO
S	D	I	SB		
T				SB,TO	R
U		TO		I	D,SB
V			D,SB	TO	I
W				R	SB
X	D		TO	I,SB	
Y	R,SB	TO			
Z	I	SB	D	TO	
AA		TO		SB	D
BB				SB,TO	R
CC			SB	R	TO
DD				SB	R
EE	SB	I	TO	D	
FF			R		SB,TO
GG	D				TO
HH	TO			R,SB	
II				SB,TO	R
JJ	D			I	SB
KK		D	I		SB
LL				R,SB,TO	
MM		R		SB,TO	
NN	TO		SB		I
OO		D,SB			I,TO
PP		TO	R	SB	
QQ				SB	D,I,TO
RR				I,SB	TO
SS			SB	R	TO
TT	I			TO	
UU	I				TO
VV		TO	SB	R	

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX M
STUDY PARTICIPANTS' RATING OF "CONFLICT BETWEEN THE TEACHER
ORGANIZATION AND THE SCHOOL SYSTEM," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A	SB			R, TO	
B	D, I		TO		SB
C	SB		R, TO		
D	R, SB, TO				
E	R, SB				TO
F		D	SB	I, TO	
G	I, SB, TO	D			
H	D, SB		I, TO		
I	SB	I			TO
J	I, SB				D
K			SB, TO		I
L			SB, TO		
M	R, SB, TO				
N	R, SB			TO	
O			TO	I	
P	D, I		TO		
Q	R, SB				
R	SB				
S	D, I			D, I	TO
T	R, SB	TO			SB
U	SB, TO	I		D	
V		D		I, SB	
W				R	SB
X	D, SB, TO			I	
Y	R, TO		SB		
Z	I, SB		D, TO		
AA			TO	SB	D
BB	R, SB, TO				
CC	R, SB, TO				
DD	R, SB				
EE	D, I, SB, TO				
FF	SB		R		TO
GG			D	TO	
HH	R, SB		TO		
II	R, SB	TO			
JJ	D, I, SB				
KK	D			I	SB
LL	R		SB, TO		
MM	R	SB	TO		
NN			SB, TO		I
OO		SB	D, I		TO
PP	R, TO			SB	
QQ	SB			I	D, TO
RR			SB, TO	I	
SS			SB	R	TO
TT	I	TO			
UU	I		TO		
VV	R, SB		TO		

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX N
STUDY PARTICIPANTS' RATING OF "THE TEACHER ORGANIZATION FAILED
TO ENDORSE OR SUPPORT THE SUPERINTENDENT IN HIS/HER
ELECTION," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A	TO		R	SB	
B	D, I, SB, TO				
C	R, TO				SB
D	R, SB		TO		
E	R, SB		TO		
F	D, I, SB, TO				
G	I, SB, TO	D			
H	D, I, TO			SB	
I	I, TO			SB	
J	I, SB				D
K	SB, TO		I		
L	SB, TO				
M	R, SB, TO				
N	R, SB, TO				
O	TO		I		
P	D, I, TO				
Q	R, SB				
R				D	I, SB, TO
S	D, I		SB		
T	R, SB, TO				
U	I, TO		SB	D	
V	D, SB, TO		I		
W	R, SB				
X	D, I, SB, TO				
Y	R, SB, TO				
Z	D, I, SB, TO				
AA	D, SB, TO				
BB	R, SB, TO				
CC	R, SB, TO				
DD				SB	R
EE	SB	I	D, TO		
FF	R, SB, TO				
GG	D			TO	
HH	R, TO		SB		
II	R, SB, TO				
JJ	D, SB	I			
KK	D, I, SB				
LL	R, SB				TO
MM	R				SB, TO
NN	I, TO				SB
OO	D, I, TO	SB			
PP	R, SB, TO				
QQ				I, SB	D, TO
RR	I, TO			SB	
SS	R, SB, TO				
TT	I, TO				
UU	I, TO				
VV	R, SB, TO				

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX O
STUDY PARTICIPANTS' RATING OF "SUPERINTENDENT'S RELATIONSHIP
WITH SPECIAL INTEREST GROUPS," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A	R	TO		SB	
B	D, I	TO		SB	
C	SB	TO	R		
D	R, SB				TO
E	R, SB			TO	
F	D			SB	I, TO
G	SB		TO	D, I	
H	D, SB			I	TO
I	SB	TO		I	
J	I	D	SB		
K	SB	TO			I
L			TO	SB	
M	TO	R	SB		
N	R			TO	SB
O		TO		I	
P		I			D, TO
Q			R	SB	
R	I, TO			D, SB	
S	D, SB			I	
T		SB, TO			R
U	I		SB, TO		D
V		D	I, TO	SB	
W			R		SB
X	D	SB	TO	I	
Y	SB			TO	R
Z	I	D, SB			TO
AA	SB			D, TO	
BB		R	TO	SB	
CC				R, SB	TO
DD			SB		
EE	SB	I, TO	D		
FF	SB		R		TO
GG			D	TO	
HH	R, SB				TO
II				SB, TO	R
JJ	D, SB	I			
KK	D	I			SB
LL	TO		SB	R	
MM			SB	R, TO	
NN			TO	SB	I
OO	D	SB	TO	I	
PP			SB		R, TO
QQ		TO	D	I, SB	
RR		I, SB	TO		
SS			R, SB, TO		
TT	I				TO
UU	TO		I		
VV	SB	R, TO			

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX P
STUDY PARTICIPANTS' RATING OF "SUPERINTENDENT'S RELATIONSHIP
WITH THE COMMUNITY POWER STRUCTURE," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A					
B	D		I	TO	R,SB
C		R			SB,TO
D	SB			SB,TO	
E	SB		R	R	TO
F	D			I,SB	TO
G		TO	SB		D,I
H	D,SB		I		TO
I				TO	I,SB
J					D,I,SB
K	SB				I,TO
L				SB	TO
M			TO	SB	R
N				SB	R
O				TO	R,SB
P	D,I,TO				I
Q	R			SB	
R	TO	D		I,SB	
S	D		SB		I
T			SB		R,TO
U	I		TO		D,SB
V			D,I,SB,TO		
W					R,SB
X	D	SB,TO		I	
Y				SB	R,TO
Z	D,I,SB			TO	
AA				SB	D,TO
BB			R	SB	TO
CC				SB	R,TO
DD			R		SB
EE	D	I	SB	TO	
FF				TO	R,SB
GG					D,TO
HH	R,SB				TO
II	R			SB	TO
JJ				SR	D,I
KK	D				I,SB
LL		SB			R,TO
MM				R,SB,TO	
NN	I	SR	TO		
OO	D			I,SB	TO
PP			SB		R,TO
QQ	D	TO		I,SB	
RR		I			SB,TO
SS		TO		SB	R
TT			I,TO		
UU		I	TO		
VV		R	SB	TO	

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX Q
STUDY PARTICIPANTS' RATING OF "POLITICAL PARTY ACTIVITY
IN THE SCHOOL DISTRICT AS A FACTOR IN THE 1984 ELECTION," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A	SB		TO	R	
B	I, TO		D		SB
C	R, SB			TO	
D	R, SB			TO	
E	R, SB	TO			
F	D, SB, TO		I		
G	SB			I, TO	D
H	SB, TO	D		I	
I	I, SB, TO				
J	D, I, SB				
K	SB, TO				
L	SB, TO				
M	SA, TO		R		
N	R	TO			SB
O				I, TO	
P	D, I, TO				
Q	R			SB	
R	TO				D, I, SB
S			I, SB		D
T	R, SB, TO				
U	I, SB		D, TO		
V	D	SB, TO	I		
W	R, SB				
X	D, SB		I	TO	
Y	SB	R			TO
Z	D, I, SB, TO				
AA	D	SB, TO			
BB	R, SB, TO				
CC	R				SB, TO
DD		SB		R	
EE					D, I, SB, TO
FF	SB				R, TO
GG		D, TO			
HH	R, SB, TO				
II	R, SB, TO				
JJ	D, I, SB				
KK	D, I, SB				
LL	R, SB, TO				
MM	R, SB, TO				
NN	I, SB, TO				
OO	D, I, SB				TO
PP	R, SB, TO				
QQ	D, TO	I		SB	
RR	I, SB	TO			
SS	TO	R	SB		
TT	I, TO				
UU	I		TO		
VV	SB, TO	R			

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX R
STUDY PARTICIPANTS' RATING OF "VIOLATION OF COMMUNITY NORMS
AS A FACTOR IN THE 1984 ELECTION," BY DISTRICT

District	Not Important	Slightly Important	Moderately Important	Important	Very Important
A	R,TO			SB	
B	D,I,SB	TO			
C	R,SB			TO	
D					R,SB,TO
E	R,SB,TO				
F	D,I,TO				SB
G	D,TO			I,SB	
H	D,I,SB		TO		
I	I,SB,TO				
J	D,I,SB				
K	I,SB			TO	
L				SB	TO
M	R,SB,TO				
N	R,SB,TO				
O				I,TO	
P	D				I,TO
Q	R				SB
R	D,I,SB				TO
S	D,I,SB				
T	R,SB,TO				
U	D,I,SB,TO				
V	TO			I	D,SB
W	R,SB				
X	D,I,SB		TO		
Y	R,SB,TO				
Z	D,I,SB				
AA	D,TO			SB	
BB	R,SB,TO				
CC	R,SB,TO				
DD	R,SB				
EE	I,SB,TO			D	
FF	R			TO	SB
GG		D			TO
HH	SB			TO	R
II	R,SB,TO				
JJ	D		I	SB	
KK	D				I,SB
LL	R,SB,TO				
MM	R,TO				SB
NN	I,SB		TO		
OO	D,SB,TO				I
PP	R,SB,TO				
QQ	D,SB			TO	I
RR		I,TO			SB
SS	R,TO		SB		
TT					I,TO
UU	TO		I		
VV	R,SB	TO			

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX S
STUDY PARTICIPANTS' PERCEPTION OF "RACIAL STRIFE IN THE
SCHOOL DISTRICT DURING THE PERIOD 1980-84," BY DISTRICT

District	Yes	No	District	Yes	No
A		R,SB,TO	AA		D,SB,TO
B		D,I,SB,TO	BB		R,SB,TO
C		R,SB,TO	CC		R,SB,TO
D		R,SB,TO	DD	R	SB
E		R,SB,TO	EE		D,I,SB,TO
F	TO	D,I,SB	FF		R,SB,TO
G		D,I,SB,TO	GG		D,TO
H	SB	D,I,TO	HH		R,SB,TO
I		I,SB,TO	II		R,SB,TO
J		D,I,SB	JJ		D,I,SB
K		I,SB,TO	KK		D,I,SB
L		SB,TO	LL		R,SB,TO
M		R,SB,TO	MM		R,SB,TO
N		R,SB,TO	NN		I,SB,TO
O		I,TO	OO		D,I,SB,TO
P		D,I,TO	PP		R,SB,TO
Q		R,SB	QQ		D,I,SB,TO
R		D,I,SB,TO	RR		I,SB,TO
S		D,I,SB	SS		R,SB,TO
T		R,SB,TO	TT		I,TO
U		D,I,SB,TO	UU		I,TO
V		D,I,SB,TO	VV		R,SB,TO
W	SB	R			
X		D,I,SB,TO			
Y		R,SB,TO			
Z		D,I,SB,TO			

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

APPENDIX T
STUDY PARTICIPANTS' PERCEPTION OF "MAJOR CHANGES IN THE
INSTRUCTIONAL PROGRAM OF THE SCHOOL DISTRICT"

District	Yes	No	District	Yes	No
A	R,SB,TO		AA	D,SB,TO	
B	D,I,SB,TO		BB	R,SB,TO	
C	R,SB,TO		CC	R,SB,TO	
D	R,SB,TO		DD	SB	R
E	R,SB,TO		EE	D,I,SB,TO	
F	D,I,SB,TO		FF	R,SB,TO	
G	D,SB,TO		GG	D,TO	
H	D,I,SB,TO		HH	R,SB,TO	
I	I,SB,TO		II	R,SB,TO	
J	D,I,SB		JJ	D,I,SB	
K	I,SB,TO		KK	D,I,SB	
L	SB,TO		LL	R,SB,TO	
M	R,SB,TO		MM	R,SB,TO	
N	R,SB,TO		NN	I,SB,TO	
O	I,TO		OO	D,I,SB,TO	
P	D,I,TO		PP	R,SB,TO	
Q	R,SB		QQ	D,I,SB,TO	
R	D,I,SB,TO		RR	I,SB,TO	
S	D,I,SB		SS	R,SB,TO	
T	R,SB,TO		TT	I,TO	
U	D,I,SB,TO		UU	I,TO	
V	D,I,SB,TO		VV	R,SB,TO	
W	R	SB			
X	D,SB,TO	I			
Y	R,SB,TO				
Z	D,SB,TO	I			

Note. R = Returning Superintendent
D = Departed Superintendent
I = Incoming Superintendent
SB = School Board Member
TO = Teacher Organization Official

BIOGRAPHICAL SKETCH

John F. Gaines was born in Palatka, Florida, on October 4, 1933. His parents were Francis and Marion Gaines. He was married in 1956 to Joan Revels and has two children, John Bryan, born in 1959, and Nancy Marion, born in 1961.

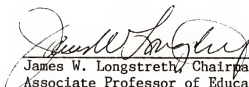
He was educated in the public schools of Florida graduating from Mainland High School, Daytona Beach, Florida. He received a Bachelor of Science degree and Master of Physical Education degree from the University of Florida.

He served as a teacher and coach at Largo High School, Largo, Florida from 1959 to 1961; as a teacher, coach, athletic director, and dean at Titusville High School, Titusville, Florida from 1961 to 1966. During the years 1966-1968, he was an assistant principal at Clearlake Junior High School, Cocoa, Florida; and he was principal of Palatka South High School from 1968 to 1971. In 1971, he was appointed Superintendent of Schools, Putnam County, Palatka, Florida, where he served until 1980. From 1980 to the present, he has served as Executive Director for the Florida Association of School Administrators in Tallahassee, Florida.

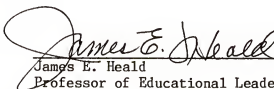
He is a veteran of the United States Navy, being honorably discharged in 1953. He is a member of the United Methodist Church, American Association of School Administrators, National Association of

Secondary School Principals, and the National Association of Elementary School Principals. He has served as president of the Palatka Rotary Club, Putnam County Chamber of Commerce, Putnam County University of Florida Alumni Association, and Florida Association of District School Superintendents.

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Education.


James W. Longstreth, Chairman
Associate Professor of Educational
Leadership

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Education.

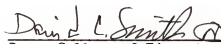

James E. Heald
Professor of Educational Leadership

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Education.


Robert E. Allen
Professor of Exercise and Sport
Sciences

This dissertation was submitted to the Graduate Faculty of the College of Education and to the Graduate School and was accepted as partial fulfillment of the requirements for the degree of Doctor of Education.

April, 1988


Dean, College of Education

Dean, Graduate School